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The Workshop Review

A plan to revitalize workshops in Ontario

Program Development Series
Volume V

42L

THE WORKSHOP REVIEW

A PLAN TO REVITALIZE WORKSHOPS IN ONTARIO

Ministry of Community and Social Services

Policy Development

April, 1983

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PREFACE

This paper, entitled The Workshop Review: A Plan to Revitalize Workshops in Ontario, is Volume V of the Program Development Series. It is a consolidation of the issue papers that were prepared during a policy review of workshop programs, and is a statement of the views of the Ministry of Community and Social Services regarding future program directions for Workshops in Ontario.

The last decade has seen a significant expansion in workshop programs as a result of the co-operative efforts of the Ministry of Community and Social Services, the Ontario Association for the Mentally Retarded, the Ontario Rehabilitation Workshop Council, their affiliates, as well as other agencies in the field. Since 1972-73 the number of spaces has more than doubled from about 4000 to over 8000. Over the same period, the level of MCSS funding has risen from about two million dollars to over thirty million dollars annually. The Five Year Plan announced late last year calls for additional expansion, particularly in services to developmentally handicapped persons.

Significant improvements in program quality have also occurred over the same period. Nevertheless, when a program has been in operation for a number of years it is inevitable that issues and concerns requiring resolution will become apparent. Indeed as a result of their own critical analyses, many people in the workshop field have undertaken to make significant changes in their programs. This paper is an attempt to assist workshops in this process of improving the effectiveness of their services.

In the introductory section, two objectives for workshop programs are identified.

- improving the vocational competencies of clients
- providing remunerative sheltered employment

This section also outlines some basic principles upon which future actions to revitalize workshops should be based.

The main body of the paper consists of four sections, each of which presents different issues and perspectives on sheltered workshops.

- The first section discusses what might be called the program-social service perspective, and includes topics such as assessment, training, and program evaluation.
- The second section presents a human rights perspective which refers to issues such as consumer participation and program accountability.
- A third section on the environment of the work place discusses topics such as business-industrial practices in workshops, the use of technical aids and job adaptation techniques, and the establishment of worksites in business and industry.
- The final section addresses itself to overcoming structural barriers in the labour market. This section discusses topics such as the increased involvement of the business community in the rehabilitation process, the coordination and enhancement of job placement resources, and the improvement of programs providing sheltered employment.

Persons with a wide variety of points of view on these issues were consulted both informally as individuals and formally through the Workshop Review Advisory Committee. This committee, which met a number of times to review and discuss the issue papers, consisted of representatives of the Ontario Rehabilitation Workshop Council (ORWC), the Ontario Association for the Mentally Retarded (OAMR), the Ontario March of Dimes, other workshops, MCSS staff persons from each of the four regions as well as representatives from some consumer groups. While there were some differences of opinion regarding some of the specific proposals, there appeared to be reasonable agreement regarding the general directions proposed in the issue papers. The views expressed, however, are not necessarily those of all members of the Advisory Committee.

In these times of economic restraint it should not be expected that new funds will be available for the immediate implementation of all of the actions proposed in this document. However, as resources and opportunities permit, selected proposals will be implemented in particular workshops or geographic areas over the next few months. These developments will be incorporated into a staged implementation plan which the Ministry is in the process of developing.

Workshops, rehabilitation organizations, and other interested parties are invited to comment on the document, and, particularly, to make suggestions about priorities or the specifics of implementation. A meeting will be held in your area within the next several months at which time you will have an opportunity to discuss with Ministry personnel your comments and suggestions on the paper as well as on other papers in the Program Development Series (see page ii for a list of other papers in the series). We welcome written responses to the document. They should be forwarded to your local MCSS Area Office. As we pursue these new program directions, the Ministry will maintain a continuing dialogue with the field, and will be critically evaluating the progress and success of the implementation process to identify any need for adjustment.

Additional copies of all five volumes in the series may be ordered through the Government Publications Service as noted on page ii.

The workshop field has been most professional in its willingness to critically analyze itself in the interest of pursuing more effective programming. With your continued cooperation, support and participation, we are confident that we can create a flexible and effective vocational training and employment program for disabled persons.

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PART ONE INTRODUCTION

CHAPTER I PERSPECTIVES AND PRINCIPLES

The unprecedented combination of high unemployment and a shortage of skilled labour has caused governments to examine the size and composition of the labour force and to consider what steps might be taken to ensure that the supply of labour corresponds to the demand. Canada Manpower recently published a report entitled Labour Market Development in the 1980's (the "Dodge Report"), and a parliamentary task force has published a report on a similar topic, entitled Work for Tomorrow - Employment Opportunities for the '80s (the "Allmand Report"). Both of these reports gave significant attention to the employment of handicapped persons, as did the report of the Special Committee on the Disabled and the Handicapped (the "Obstacles Report").

According to demographic projections, the labour force will grow at about 1.9 per cent a year during the 1980's, a much slower rate than the 3.3 per cent a year of the 1970's. The Economic Council of Canada suggests that the rate of growth in jobs will be slightly over 2 per cent a year for the first half of the decade and slightly less than 2 per cent during the second half. The Dodge Report, projects a significant change in the composition of the labour force: it suggests that 75 per cent of the new entrants will be women, native persons, and handicapped persons. This paper outlines some of the steps that need to be taken to make it easier for handicapped persons to enter the labour market, both competitive and sheltered, under today's economic and social conditions; in particular, it considers the services provided by sheltered workshops.

Why Review the Workshop System

Although a number of workshops provide services which are very effective, it is perhaps inevitable that issues and concerns requiring resolution will become apparent when a program has been in operation for a number of years. This is particularly so, if, as is the case with workshops, charges have been taking place during the same time period in both client population and in goals and objectives. And, indeed, a variety of specific issues regarding workshops have been raised in recent years. They have been described as paying insufficient wages, providing boring, repetitious work unrelated to work found in competitive industry, offering ineffectual training programs which continue for years, placing very few clients in jobs, and not offering clients the opportunity to adequately participate in the decisions which significantly affect their lives. Many people in the workshop field have acknowledged that there is some validity to these comments, and have undertaken to make changes in response to them. The primary purpose of this paper is to assist workshops in this process of improving the effectiveness of their services

Specifically, the suggestions in this paper will be geared to:

1. Increasing the productive capacity of clients through improved training programs job redesign, and the use of mechanical and electronic aids and devices.
2. Making the operation of workshop programs more efficient and business like (including increased use of actual industrial sites).
3. Increasing the rate of entry of workshop clients into the competitive labor market and into financial independence.
4. Increasing the involvement of clients in decision-making in workshops.

The Workshop Review Process

In 1978, a survey of workshops was undertaken in order to provide data which would be useful both for program management, and for an examination of the extent to which the program's objectives were being achieved. The information provided in the

survey report, plus that contained in the survey of business and industrial practices in workshops (Project BIDS) funded by the Federal Ministry of Supply and Services, combined with the increasing criticism of workshops referred to above, led MCSS to undertake a review of workshops in Ontario. Two papers were completed by the spring of 1981. One proposed a set of programs that a vocational rehabilitation service should provide, and the second, presented as a model for 1986, addressed itself primarily to the auspices under which these programs should be operated. An extensive consultation process ensued in which comments were elicited from a variety of persons and organizations with an interest in workshops.

As a result of this process, eleven critical issues for workshops were identified. Initially, a series of issue papers were developed and were discussed with a Workshop Review Advisory Committee consisting of representatives of the Ontario Rehabilitation Workshop Council (ORWC) and other workshops, MCSS staff persons from each of the four regions and Operational Support, as well as representatives from consumer groups and actual clients of workshops. These discussions revealed that, while there were some differences of opinion regarding some of the specific proposals, there appeared to be agreement regarding the general directions proposed in the issue papers. These papers form the basis for the present document. Many of the solutions suggested in this paper use the term "should". This term is not meant to be interpreted as meaning "must", but rather as the expression of a goal to be pursued as resources and opportunities permit.

PERSPECTIVES ON SHELTERED WORKSHOPS

In Ontario as elsewhere, sheltered workshops have sprung largely from the legitimate and praiseworthy efforts of the social services to improve the circumstances of disabled persons. For the most part these programs have concentrated on trying to overcome the disability, or at least certain aspects of it, by altering the behaviour or capacities of their clients. This perspective has a long tradition in the social services; it has met with some success and must continue to be used. Several chapters of this paper examine various ways of improving assessment and training procedures and evaluating the effectiveness of these programs.

However, more recent developments in the field suggest that, while this is a valid perspective for vocational rehabilitation, it is not a comprehensive one. Increasing attention is now being given to three additional perspectives, which, though not ignored in the past, have clearly been subordinate to the social service perspective. The first of these is a human rights perspective. Over the last fifteen to twenty years, human rights legislation aimed at protecting the rights of minorities and groups with little economic and political power have become more numerous and enforcement generally more stringent. Persons concerned particularly with the rights of the handicapped have been pressing their case much more effectively in the last five years; as a result, the public and professionals have become more conscious of such rights, and human rights legislation now often refers specifically to them. In the case of workshops, human rights issues have manifested themselves in the form of criticism of the inadequacies of training and placement programs, the boring and repetitive nature of the work provided, and the lack of opportunity for clients to participate in the decisions that affect their lives.

The second perspective might be called the ecology of the workplace. This perspective suggests that people's physical and social surroundings influence their behaviour as much as their personal attributes do. The literature on the generalization and transfer of training, modelling, expectations, and behavioural sets also supports this approach, as do the contributions of industrial and human-systems engineering to job analysis and modification and particularly to mechanical and electronic aids that markedly increase people's productive capacity. Various aspects of this approach are looked at by the chapters of this paper that deal with the increased

use of non-segregated workplaces, the introduction of able-bodied workers into sheltered workshops, improved business, industrial, and marketing practices in workshops, and job modification and the use of technical aids.

The third perspective attempts to deal with social-structural impediments to the entry or re-entry of disabled persons into the labour force. The strategies include a greater participation by business, labour, and consumers in planning and operating rehabilitation services, improvements in obtaining and disseminating labour market information, comprehensive and integrated job placement services including job-stabilization and extensive follow-up, and increased development of sheltered employment as at least a temporary option in the face of continued high unemployment.

Appendix I contains a detailed discussion of the history and current status of Ontario workshops as well as projections about trends in the Ontario labour market and some of their implications for workshops.

PRINCIPLES OF SERVICE DELIVERY

The general principles outlined below are intended as a background that will give more meaning to the statement of the issues.

1. With training and the effective use of human systems engineering, virtually everyone, including many of the most severely disabled, can develop significant vocational competencies.
2. The introduction of disabled persons into integrated settings, including work places, is not only desirable as a goal but is also an effective means of making the individual more competent and independent; therefore, it should be regarded as the most desirable placement for all clients, except where there are strong contra-indications.
3. The vocational rehabilitation system should promote the dignity and self-esteem of its clients and employees. It should allow disabled persons to take part in decisions that affect their lives and provide work tasks that are meaningful and age appropriate.
4. Frequent and regular evaluation and feedback of evaluation information to the workshops is essential to the development and maintenance of effective, high-quality services.
5. In order to develop successful vocational rehabilitation programs, we need to supplement the social service point of view by those of clients (consumers), business and industry, labour, and engineering, as well as by those of relevant departments of the federal and provincial governments.

CHAPTER II ISSUES: A BRIEF STATEMENT

It may be useful to divide the issues relating to workshops into six categories. The first has to do with the goals of the systems, the next four correspond to the various perspectives described in the introduction, and the sixth is related to funding.

SYSTEM GOALS

1. Perhaps the main issue facing workshops is uncertainty regarding the kinds of services they should be offering or what the objectives of those services should be. Whereas it is generally considered desirable to try to increase the vocational competence of clients through assessment and training and to provide sheltered employment, some programs also teach life skills and provide recreational and educational programs or simply try to provide activities for clients.

TRAINING AND PROGRAM ISSUES

2. A number of programs offer highly effective assessment and training and make use of new technology in those fields; however, some do not, and as a result some clients are not achieving their full vocational potential. Increased opportunity to learn marketable skills, would be provided by combining work adjustment training with training in specific job skills.
3. There have been some recent collaborative efforts at evaluation by the Ministry of Community and Social Services (MCSS), the Ontario Association for the Mentally Retarded (OAMR), and the Ontario Rehabilitation Workshops Council (ORWC); but the capacity for evaluation needs to be increased.

HUMAN RIGHTS ISSUE

4. Consumer groups representing the disabled have recently become much more organized and outspoken about their desire to take part in the planning of programs, both for individuals, and for workshops, and in their comments regarding the training offered in workshops.

WORKPLACE ISSUES

5. The study of workshops by the Business Industrial Development Survey (BIDS) shows that many workshops need to develop more fully the business, industrial, and marketing aspects of their enterprises. This situation also adversely affects the revenues obtained from the sale of their products.
6. The possibilities for matching individuals and jobs by restructuring and redesigning jobs and by using mechanical and electronic aids have increased greatly in recent years, and the use of such approaches to supplement or replace the training of clients needs to be substantially increased.
7. The use of industrial and service workplaces for sheltered employment and for assessment and training is increasing, and because of of its advantages for many clients this practice should become even more wide spread than it is currently.

OVERCOMING STRUCTURAL BARRIERS IN THE LABOUR MARKET

8. Although workshops are an important point of contact between social services and the labour market, as yet there is little participation, either advisory or operational, by business, labour, or other ministries concerned with employment of the disabled.
9. Additional mechanisms and incentives to help clients move through the workshop system and into competitive jobs need to be developed. A clarification of the responsibilities of the various actors regarding placement services would contribute to their increased effectiveness
10. Under the present economic conditions, it may not be possible to find enough jobs in competitive industry for handicapped persons; consequently, it may be desirable to expand and upgrade sheltered workshops in order to provide useful, paid work for the handicapped.

THE FUNDING OF WORKSHOPS

11. The approach to funding should be consistent with the program's objectives and should contribute to their attainment.

CHAPTER III OBJECTIVES OF THE WORKSHOP SYSTEM

BACKGROUND

The Vocational Rehabilitation Services Act defines a workshop as:

> a place where any manufacture or handiwork is carried on and that is operated for the purposes of providing useful and remunerative employment and work training or work assessment under actual or simulated working conditions for vocationally handicapped persons.

Although that definition of workshop seems to refer only to two general types of activities or programs - sheltered "remunerative employment" and "work training or work assessment" - the rapid development of the workshop system and its efforts to meet the needs of persons with a variety of disabilities have resulted in some confusion about what the objectives of workshops are and what kind of services should be provided.

In addition to the two types of programs referred to above, many workshops have come to provide services described as "occupational activity" programs to persons previously considered unable to compete in the open labour market or even in a sheltered workshop. These services consist of a mixture of work activities, life-skills training, education, and recreation. Most Ontario workshops say that they provide one or more of these three types of programs, and in some larger workshops these programs have been organized as distinct components. However, in spite of the differences implied by the three labels, it is often difficult to tell the difference between the programs for persons who are being assessed and trained, those who are in sheltered employment, and those who are in an "occupational activity" program.

ISSUES

Thus, there appear to be two issues needing clarification: first, what are the legitimate objectives and activities of a vocational workshop system, and secondly, how can these activities be structured so that each will achieve its distinctive objectives. The first of these questions is the subject of this chapter. The second will be examined in the rest of the paper.

DISCUSSION

Traditionally, the core of vocational rehabilitation has been assessment and training that aims to improve the vocational competencies of clients. It seems to be agreed that this should continue to be the case, although the rest of the paper will argue that these aims will be better achieved by an emphasis on the use of industrial sites, training in occupational skills, the redesigning of jobs, and the use of aids and devices. In addition, the provision of sheltered employment to handicapped persons who cannot find or keep competitive jobs is also coming to be regarded as a legitimate objective. Both of these are clearly vocational objectives.

There has also, however, been considerable discussion about the objectives of occupational activity programs. Although no such official designation exists in Ontario, a number of programs for persons perceived to be of limited ability,

particularly mentally retarded persons, have come to be so labelled unofficially. In many such programs this perception of the limited competence of clients has resulted in work being regarded simply as an activity, rather than as a vehicle for training or as a means of acquiring a meaningful level of remuneration. The contention that limited client abilities will make attempts at systematic vocational training fruitless seems to be refuted by a substantial body of recent research which shows that the use of suitable methods of training and the redesigning of jobs can enable the majority of even severely disabled persons to acquire significant vocational competencies. As will be discussed in more detail below, it is possible to set realistic vocational goals for virtually everyone now in workshops, and for most adults in Schedule I Facilities.

Life skills, educational and recreational activities are sometimes a minor part of such activity programs. Obviously it is desirable to acquire life skills, to improve one's educational level, and to enjoy recreational activities. But it is not clear whether those should be the objectives of a vocational program (unless they are related to an occupational goal). It seems clear that the attempt to meet such diverse objectives in a vocational program has added greatly to the confusion in the system. Probably such activities should be distinguished from vocational programs in terms of their clients' needs, their methods of operation, and possibly the way in which they are funded. If a client of a vocational program needs those kinds of services, it would not be unreasonable for a vocational service to refer him or her to an appropriate agency or to let local planners know of services that are needed but not available.

The first goal of a workshop program would be to increase a client's vocational skills as much as possible by means of time-limited assessment and training. After that, he or she would be placed in work, either competitive or sheltered, depending on the person's vocational skills and the demand for those skills.

In short, there are two essential objectives for workshop programs:

1. To increase the vocational competencies of clients.
2. To provide remunerative sheltered employment for persons presently unable to obtain or keep a job in the labour market.

The necessary services to meet the first objective might consist of:

1. Time-limited training in:
   (a) The occupational skills necessary in a particular occupation, such as computer programmer, word processor operator, bus boy, or other occupations for which there is a demand in the labour market.
   (b) Work adjustment training, such as increasing on-task behaviour, improving attendance and punctuality, improving or maintaining quality of work, increasing speed of production, etc.
   (c) Social skills related to work, such as co-operating with superiors and co-workers, taking direction and criticism, job search skills, interview skills, travelling to and from work, etc.
2. Assessment of the above behaviour and relationships to the demands of the physical and social environment.
3. Job analysis and modification and the provision of mechanical or electronic aids for the client or employee.
4. Providing or arranging for the services required for placing and maintaining clients in competitive or sheltered work.

The services listed above take into account the fact that both the individual and his or her environment can be modified in order to reach an arrangement satisfactory to the individual and the employer. In the future the redesigning of jobs and the use of mechanical and electronic aids will undoubtedly play a much greater part in vocational rehabilitation.

Sheltered employment would involve the production of goods and services at a rate of pay required by law or at a rate acceptable to both the worker and the shop and which is based on an assessment of the individual's production.

Since the intention of sheltered employment programs would be that as many persons as possible would, at some point, move into competitive employment, such programs should be able to provide most of the services provided in a training program (although somewhat less intensively), particularly since they will be serving severely disabled persons as well as those who are less disabled. These programs may be provided in a workshop on specially developed premises or in an enclave in a regular place of employment, but they should be in as normalized and as integrated a setting as possible. Any of these establishments might also employ non-handicapped production workers.

POSSIBLE SOLUTIONS

Workshops should have one or both of the following objectives:

1. *To increase the vocational competency of clients in relation to the demands of the competitive or sheltered labour market by providing time-limited training and rehabilitation.*
2. *To provide sheltered remunerative employment involving the production of goods and services for persons who are presently unable to find or keep a job in the competitive labour market.*

PART TWO TRAINING AND PROGRAM ISSUES

CHAPTER IV IMPROVING ASSESSMENT AND TRAINING

ASSESSMENT

Background

Although there is general agreement about the objectives of assessment, it is suspected that those objectives are not always being achieved. Therefore, the primary criteria of relevance and utility for individual program planning are not always being met.

Issues

Appraisals

It is generally agreed that appraisal in all vocational programs should measure: productivity in relation to a set of norms; behaviours related to work adjustment; work-related social and interpersonal behaviour; the physical and social environment in which the behaviour occurs and the relationship between the behaviours and the environment. The capacity of programs to provide these kinds of functional (as opposed to diagnostic) assessment on an on-going basis, and to increase their utilization of real work-settings will need to be increased.

Formulating Goals and Developing Plans

Staff in each program need to have the skills to develop individual program plans which specify measurable, behavioral goals and objectives, the interventions to be used, the responsibilities of individual team members, and schedules for goal achievement and periodic reviews.

Pre-requisites for Effective Assessments

The standard of record-keeping in some programs will need to be improved.

Possible Solutions

Appraisals

1. ***All workshops, including sheltered employment programs, should be able to:***
   - ***(a) Measure productivity in relation to a set of norms.***
   - ***(b) Measure work habits by means of a standardized checklist or rating scale.***
   - ***(c) Measure social behaviour.***
   - ***(d) Examine the conditions under which the client's behaviour was measured.***

In addition, all assessment and training programs should:

(e) Be able to assess specific job skills.
(f) Be capable of doing, or arranging for the use of, site and standardized work-sample assessments.
(g) Have at least one person trained in work assessment.
(h) Be able to make arrangements with local business for assessments on site.
(i) Be able to suggest modifications to jobs and the workplace.

2. *Assessment and training programs should either have on staff or have access to trained work evaluators as well as personnel to conduct site assessments.*

3. *Standards and guidelines could be developed for:*

(a) The content of a goal-oriented functional assessment, including:
(i) Measurement of productivity in relation to a set of norms.
(ii) Measurement of work habits and skills.
(iii) Interpersonal and social behaviour related to work.
(iv) The conditions under which the client's behaviour was measured.
(b) The frequency of assessment.
(c) The use of vocational rehabilitation technology.
(d) The use of site assessment.

4. *An evaluation could be made (in addition to the one done under the auspices of the Individual Program Planning Initiative for the Developmentally Handicapped) of the assessment instruments that might be appropriate for persons with physical and psychiatric disabilities, if it appears that the recommended instruments are suitable only for persons who are developmentally handicapped.*

5. *A staff training program should be developed for workshop personnel in the use of on-site assessments.*

6. *All trainees should receive a work assessment before they are admitted to a work-adjustment program or to sheltered employment. The initial assessment should be in a facility that has training capabilities. Only persons who have been previously assessed in a training facility and are already in sheltered employment would receive their reassessment in a sheltered employment program.*

Formulating Goals and Developing Plans

7. *Each workshop client should have an Individual Program Plan which could take the form of a behavioural contract, between the client and workshop, laying out the expectations and requirements of both parties. Standards and guidelines regarding such IPP's should be developed.*

8. *The workshop should assign each trainee a service co-ordinator who would be responsible for the co-ordination and implementation of the vocational rehabilitation plan as well as for liaison with other persons serving that client.*

Pre-requisites for Effective Assessment

9. *Training in assessment could be made available to workshop staff. This training would supplement that which is being developed as part of the MCSS Individual Program Planning (IPP) project. Such training would be necessary for staff in workshops not serving the developmentally handicapped. Assessment staff could be trained to use work samples and site assessment.*

10. Standards and guidelines on record-keeping in vocational rehabilitation programs could be drawn up based on the recommendations of the MCSS Individual Program Planning project, but modified as necessary for workshops.

TRAINING

Introduction

In recent years, the effectiveness and relevance of vocational training available to the disabled have been seriously questioned. Much of the criticism goes so far as to suggest that, since workshops have not been doing an adequate job, that therefore, they are not suitable for the purposes of vocational assessment and training. It has also been suggested that all vocational training that has been the responsibility of workshops should take place primarily in industry, and that the control of that training should rest with such government agencies as the Ministry of Colleges and Universities, the Ministry of Labour, or the CEIC, because vocational training has more to do with education and employment than with welfare. While there is merit in expanding the role of some other agencies, it is clear that workshops will continue to play a major role in the vocational training of disabled persons.

Background

Until fairly recently, the Vocational Rehabilitation Services system concentrated on rehabilitating or training unemployed disabled persons who had the intellectual capacity and emotional stability to succeed in secondary school courses, university, trade school, or on-the-job training or who were otherwise considered likely to obtain work in the labour market. As the numbers of persons applying to the service, and the severity of their disabilities increased, it became more and more difficult to obtain reliable work assessments and training experiences from industry in the necessary quantities or with the necessary degree of individualization. It was at this point that the Vocational Rehabilitation Service system began to buy assessment and training for individual clients from workshops. The fees, however, have not met the actual costs of those services.

In the late 1960's the fees, the revenue from the sale of products and charitable donations began to be supplemented by small per capita operating grants, which were made available to all workshops.

Eventually, the persons referred to workshops for assessment and training from the VRS system came to be those considered the most difficult or vocationally limited and for whom a long period in a sheltered workshop was usually considered suitable. Quite often these persons had not previously had a VRS assessment because it was believed they were not capable of much more than what the workshops offered. Therefore, the quality of the work and the relevance or success of the training were not an issue. However, as the use of workshops increased, more attention was given to the quantity and quality of their services. In response, the Province increased substantially the grants made to all workshop programs. The new type of funding did not depend on the employment or training objectives but was a type of deficit financing given to all workshops regardless of the aims of their programs.

Since most workshops believed that the training and employment they provided were suited to the abilities of their clients, in the absence of further direction and leadership, they offered more of the same.

The increasing acceptance of normalization theory and the subsequent rise of consumerism among the disabled have led to some serious challenges to the services currently provided to the disabled. Indeed, the very assumptions upon which those services have been based are now being questioned and legitimately so. However, the inadequacies of the training provided in the past probably resulted in large part from the low estimation of the abilities of the disabled, the confusion about objectives, the lack of in service training and support, and the limited accountability of workshop programs rather than from the particular organizational structures or the environments in which the training took place.

Issues

1. New methods of training that can significantly increase the vocational capacity of even severely disabled people need to be more widely available in Ontario.
2. With direction and encouragement, many workshops could provide a fuller range of vocational training.
3. The importance of the type of work provided and the environment in which it is done needs to receive greater recognition.

Discussion

New Methods of Training

The last ten years have seen the development of a number of new methods of training with specific application to vocational rehabilitation. These methods, when combined with advances in electronics and human engineering, have greatly increased the capacity of even the most seriously physically and mentally disabled to do productive work. They are effective not only in the teaching of specific job skills but also in teaching more basic work behaviour or even social interaction. Much of this new technology has not been widely used. There are three main reasons for this. Firstly, there are misconceptions that the capacities of developmentally handicapped persons (who comprise about three-quarters of the clients of sheltered workshop) are more limited than they actually are.

Despite the pervasiveness of those beliefs, a number of reviewers of recent research and innovative programs have concluded with Bellamy that:

> There exists a rapidly expanding professional literature which documents the learning of difficult, lengthy, and intricate vocational skills by severely handicapped individuals. During the last few years research has left little doubt that severely handicapped adults can become vocationally competent persons.[1]

These views are echoed by many others, including Browning and Irvin, who observed in a 1981 review of development in vocational assessment and training that data "indicate that retarded vocational rehabilitation clients who would be found to lack rehabilitation potential via traditional vocational evaluation demonstrate a range of competencies when an applied behaviour and task analysis evaluation and training strategy is employed."[2]

Secondly, there are doubts about the effectiveness and practicality of the new training methods. As the quotation from Bellamy shows, there is now substantial evidence that the techniques exist to teach severely retarded persons (i.e., with an IQ of less than 40) to do a variety of complex assembly tasks, as well as to work successfully in a variety of service jobs, for example, as janitors, cleaners, and bus boys. In many instances between 50 and 100 per cent of the trainees were able to do those tasks as quickly as non-disabled workers after training periods ranging from nine to seventy-two hours. Considering that many people now spend years in workshops, one to nine days hardly seems an extravagant length of time to invest in teaching them a job, provided, of course, the job lasts a reasonable length of time and pays a respectable wage.

The effective use of these techniques for training severely disabled persons to do complex tasks is frustrated by the simple nature and general impermanence of the work done in many workshops. For the purposes of teaching job skills, greater use must be made of job stations outside of workshops and workshops must be encouraged to seek opportunities for more relevant and long-term work.

The third reason the new training techniques have not been adopted more widely is the lack of training and consultative expertise available to workshop staff. The fact that workshops have been willing to take persons who were not acceptable to industry for training or employment has often led to the assumption that workshops in fact know more about training the handicapped than industry does. However, the main differences between training in many workshops and in industry have been the attempts of the former to simplify the jobs, to provide more time for learning, and to accept lower levels of production.

The inability of workshops to offer effective vocational training or employment in the past does not mean that workshops cannot do so in the future. If workshops are to give effective training, the staff must first know how to train; if they are to provide worthwhile work, they must know how to set up and operate an industrial operation. The following approaches to staff training are suggested:

1. In the first year,
   Develop staff trainers by sponsoring up to twenty students in a one-year intensive training course to make them expert in behaviour-analytic approaches to training.
2. Develop and pilot test community college courses in adult education or courses with on-the-job assignments covering the use of individual program planning and behaviour-analytic approaches to training.
3. In the second and third years,
   (a) Make the community college courses available throughout the province, with the new staff trainers as instructors and practicum supervisors.
   (b) Expand the role of staff trainers to provide in-service training for entire workshop staffs, complete with follow-up and consultation.

Under such a concentrated program of upgrading, within three years 830 workshop staff, or about five staff per workshop, would have received training in the techniques of teaching vocational skills to the severely disabled. In addition, the entire staff of every workshop would have had an intensive training session on the integration of such techniques into their normal procedures. The hiring of itinerant staff trainers and the participation of community colleges would provide the means for ongoing training and consultation.

Types of Skills That Are a Legitimate Concern of Vocational Training Programs

Specific Occupational Skills. These include skills needed in the recognized trades (e.g., mechanic, carpenter, computer programmer); semi-skilled jobs (e.g., operative in a manufacturing industry, copy typist, mechanic's helper); in the so-called unskilled occupations (e.g., clerking, busing dishes, general labour); and lifting, carrying, and the use of everyday tools.

Work-Adjustment Skills. In addition to specific job skills, there are certain types of basic work behaviour that are a proper part of many vocational training programs. They include attendance and punctuality, quality of work, production speed, and accepting supervisors' and co-workers' instructions and criticisms.

Work-Related Social Skills. Often the teaching of social behaviour such as co-operation with co-workers is a crucial part of vocational training. So, too, of course, are training in looking for a job, being interviewed, travelling to and from work, and so on. There is considerable evidence that many disabled persons lose their jobs in competitive industry not because of their level of productivity but because of deficiencies in social and interpersonal skills.

There are any number of so-called life skills, like grooming and personal hygiene, use of the telephone, work recognition, mobility, making change, budgeting, and so on, that may influence a person's ability to find and keep a job. Most of these skills do not usually belong in a vocational training program, although if the workshop staff observe the need for such training, there is no reason why they should not refer the client to another program.

The Training Environments

The tailoring of the learning environment to the skills to be taught and to the needs of the trainee is a crucial part of training.

Usually when people are taught specific jobs, it is assumed that the student, trainee, or employee has the desire to learn, the ability to learn the skills within a reasonable length of time, and the ability to learn them under the prevailing conditions and by the methods used. It is not usually expected that the prospective trainee will have any physical, behavioural, or social handicaps that might prevent him or her from learning or otherwise disrupt the routine of the training environment. A person who does not meet such basic criteria is not usually accepted for training or, if accepted, eventually fails. Because normal training environments do not meet the special needs of disabled persons, the assumption has been reinforced that the disabled are incapable of learning certain skills. Little consideration has been given to the deficiencies of our training methods.

Workshops. Ontario workshops that give vocational training usually concentrate on work-adjustment skills or work-related social skills or both. In those areas they can do a very good job; their weakness often lies in the limited or simple nature of the work they offer. A few workshops do provide training in specific job skills, but much of the work in workshops is not directly related to jobs in the competitive labour market. When specific job training is provided, it is usually limited to the so-called unskilled service jobs, like waitress, bus boy, janitor or materials handler.

Training Sites in Industry. Perhaps the greatest advantage of being trained on the job in competitive industry is that, upon successful completion of the training, there is usually a job available. Moreover, such industrial training opportunities also reduce the incidence of transfer of training problems that often occur with severely disabled persons. In addition, training in industry enhances one's self-esteem more than training in a sheltered workshop, and it also avoids the dependency that disabled persons often develop on the more helpful environment of the workshop. A number of other advantages of such sites are outlined in Chapter IX. One reason why the use of industry as a work assessment or training resource is often avoided is that it is easier to send a person to a workshop than to find a suitable industrial site. Another reason is that the competitive sector cannot or will not tolerate persons who have special learning problems or otherwise accommodate its training to them. That is especialy so if their behaviour is inappropriate to the workplace.

Community Colleges. Vocational training in skilled occupations and the professions is generally the responsibility of post-secondary institutions or programs like trade schools, apprenticeship programs, community colleges, and universities, all of which come under the jurisdiction of the Ministry of Colleges and Universities. Although many disabled persons have had devastating failures in the educational system, it might be expected that, as disabled persons become more integrated into the public education system as children, the higher educational institutions and the regular vocational training courses will also become more responsive to the needs of the disabled as adults. Certainly the opportunities for disabled persons to enrol in the regular post-secondary educational system need to be increased. Colleges might do this by making general programs more accessible and useful to handicapped students, by setting up specialized academic and practical courses in certain occupations for the handicapped, and by expanding the life-skills training now given by some colleges.

Greater individualization in the training courses for para-professionals or helpers in the various specialized occupations would also be valuable. The Ministry of Colleges and Universities could set the curriculum and the training standards for the many semi-skilled or unskilled occupations directly related to the skilled occupations that it certifies through trade schools, apprenticeship training, or community colleges. Finally, the colleges and universities need to take a greater part in teaching present and future vocational trainers to work with disabled persons both in workshops and in industry.

Possible Solutions

1. *Vocational trainers could be taught to use new methods for teaching job skills and other work-related skills by the following means:*
   - (a) *MCSS, the Ministry of Colleges and Universities, representatives of workshops, and possibly officials from Canada Manpower could jointly develop a universal upgrading program for workshop staff. Training would be given in task analysis and other behaviour-analytic approaches to the teaching of job skills, work-adjustment skills, and work-related social skills.*
   - (b) *Follow-up and ongoing consultation in the use of such techniques could be provided.*
   - (c) *MCSS could work with the Ministry of Colleges and Universities to integrate training in these areas into certificated adult education courses, into diploma courses in vocational rehabilitation, or into other training programs in human services.*
2. *The role of workshops in the training of vocationally handicapped persons should be defined as follows:*
   - (a) *Workshops would be limited to providing training in occupational skills, work-adjustment skills, work-related social and community skills, and/or sheltered employment. They should not be expected to teach life skills or offer social and recreational programs.*
   - (b) *All job skill training programs in workshops could be certified by a college or university or another appropriate industrial-training certification authority.*
3. *The use of industrial training sites could be greatly expanded by:*
   - (a) *The development of adequately monitored guidelines that would require workshops, especially those whose work bears little relevance to labour market demands, to gradually arrange with local businesses and industries to secure permanent training stations, periodic job trial opportunities, permanent or periodic "enclaves" in order to enhance their ability to teach particular job skills and to provide more realistic settings in which to teach work adjustment skills.*

(b) *Making job training in workshops more relevant by encouraging workshops to seek more service contract work - like maid services, janitorial services, grounds maintenance, or food services - from local businesses and government institutions.*

(c) *VRS counsellors could make more frequent use of job assessments in industry before referring a client to a workshop for training, except when there are obviously serious problems of work adjustment or when it is clear that the workshop is able to do superior work assessments.*

4. *The jobs available in workshops should be made more similar to jobs in the competitive labour market. The industrial, marketing, and work procurement methods of workshops could be improved. Ways of making these improvements are discussed in Chapter VII.*

5. *MCSS should begin to work more closely with the Ministry of Colleges and Universities and the community colleges to:*

(a) *Increase the opportunities for the disabled to enrol in the regular educational system for both academic and practical training.*

(b) *Study the possibility of having standard curricula in the community colleges for "semi-skilled" and "low-skilled" occupations.*

(c) *Establish formal certificated training in speciality areas related to the vocational training of disabled persons.*

CHAPTER V EVALUATION OF SHELTERED WORKSHOPS

BACKGROUND

The purpose of evaluation is to make recommendations and provide follow-up consultation that will assist workshop programs to move gradually towards the attainment of their goals. Evaluation includes the following:

1. Examination of adherence to the basic principles of service delivery.
2. Reviews of operational effectiveness including management and staffing practices, use of financial and material resources, use of staff, and so on.
3. Reviews of program quality that examine adherence to professional and program standards of service delivery.
4. Assessment of the program's success in setting and meeting goals (i.e., outcome reviews).
5. Measurement of cost-effectiveness and efficiency.

Over the last eight years, the private sector, primarily the Ontario Association for the Mentally Retarded (OAMR), has reviewed approximately thirty of the 168 workshops in Ontario, and the Ministry of Community and Social Services has done a similar number of reviews. More recently, the ORWC-OAMR-MCSS Joint Workshop Evaluation Committee, has evaluated five workshops, using ORWC standards and Ministry guidelines, and is attempting to expand this service.

Since the re-organization of the Ministry, each of the regions has been developing an individual approach. In the Southeast Region, a "Resource Kit for Reviewing Mental Retardation Workshops" was completed in February, 1981, and a similar outline is used in the North. Programs in the Southwestern Region have also been evaluated, but a standard guideline has not been published.

ISSUES

1. What types of evaluation should be done:
   (a) adherence to program principles?
   (b) operational reviews?
   (c) program reviews?
   (d) outcome reviews?
2. When should such evaluations be done?
3. Who should do the evaluations?
4. Should standardized instruments be adopted for each type of evaluation?
5. Should a system of accreditation of workshops be adopted for Ontario?

DISCUSSION

Prerequisites for Effective Evaluation

The principles of service delivery must be clearly stated. At present not all workshops have developed a clear and explicit statement of the principles that underlie their programs.

Programs must be clearly defined. Evaluation tries to determine the effectiveness of particular programs, but the blurring of the boundaries between

different parts of the program makes it impossible to know which part produced the results observed.

The program's goals and objectives must be stated clearly. The evaluator must decide if the goals for the individual, the activity, and the program are expressed in ways that can be measured and if he or she will be able to obtain the data necessary to make the measurement.

Adequate data must be available for analysis. Some workshop programs have quite inadequate records, owing to the tendency to resist "unnecessary paperwork." When basic data are lacking, the evaluator must decide whether to proceed on the basis of such information as can be gleaned from interviews or to postpone the evaluation until proper documentation has been done.

Policies and procedures must be adequately documented, because they provide the framework for achieving goals. If written policies and procedures are not available, it is very difficult to compare what is happening with what is supposed to happen and thereby to identify problem areas.

Types of Evaluation

Adherence to Principles of Service Delivery

Since work is a cornerstone of one's identity, vocational services have significant influence on all aspects of a person's life. The principles of service delivery try to ensure that this influence is beneficial, and, in order to protect the consumer, it is necessary to measure the adherence of programs to those principles. One such set of principles is listed in Chapter I. Much of what they contain can be summed up by the term normalization, which, although it has been much abused, incorporates practices that are both effective as techniques and desirable as goals and that have been operationally defined in a variety of instruments and endorsed in a number of MCSS documents.

Operational Reviews

Operational reviews in a workshop would usually cover at least the following: adherence to adequate business and industrial standards; adequacy of record keeping; role and function of the board of directors; budgeting and management of financial resources; personnel procedures including staff development; organizational structure; remuneration of clients; marketing of products; and safety procedures.

The short- and long-term advantages of operational reviews are the following:

1. The board and staff become aware of their compliance with essential employment practices in the areas of wages, benefits, and human rights.
2. There is greater support for professional development of the staff.
3. The information obtained can be used in the management of financial resources.
4. Activities that should be kept, enhanced, or curtailed can be identified.
5. Patterns of service use and production activity can be graphed and used to predict the need for more staff or other needs that will affect long-term decisions.
6. The selection and use of staff will be improved.
7. Costs caused by loss of productivity or by replacement of staff can be reduced.

The short- and long-term disadvantages of operational reviews include the following.

1. It may seem to the board and staff of workshops that their work is being increased in order to collect a large amount of unnecesary information.
2. Workshops may fear that their funding will be reduced.

The above disadvantages largely rest in the mistrust, misgivings, and misunderstanding of reluctant participants in a process over which they have little control. However, many of the disadvantages can be removed if the boards and staff take part in the evaluation and if the evaluations are sensitive to the unique features of each workshop.

Program Reviews

Reviews of workshop programs would usually examine at least the following factors:

1. Criteria and processes for admission.
2. Adequacy, timeliness, and relevance of assessments.
3. Quality of individual program plans.
4. Adherence to accepted practices of implementing individual programs.
5. Use of business and industrial sites.
6. Procedures for co-ordinating services.
7. Placement procedures.
8 Model coherency.
9. Clients' contributions to individual and workshop plans.
10. Means of responding to clients' grievences.

Outcome Reviews

Outcome reviews in a workshop would usually examine at least the following factors:

1. Rates of placement in relation to the client's disability.
2. Improvement in skills and behaviour related to work.
3. Level of clients' satisfaction.
4. Achievement of goals set out in individual program plan.

These indices provide a basis for determining overall effectiveness. But, this determination of overall effectiveness becomes more useful when it can be linked to specific variables open to change in order to increase effectiveness.

Boards, management, and consumers are all concerned about effectiveness of workshop programs; they all want to know if the workshop is helping its clients to become more independent and more vocationally competent, and they want to be able to show that the benefits justify the costs. Managers in particular look for the most effective use of financial and human resources. And the clients and their advocates want to see that the results of the program are meeting their needs.

When Should Such Reviews Be Made?

Internal Evaluations on a Regular Basis

The persons in charge of all programs, once the prerequisites have been met, should do an annual review of their adherence to the principles, their operational effectiveness, the quality of their program, and the outcome of the program so as to have the information necessary for improving the quality, effectiveness, and efficiency of the program. Such reviews will probably not be as extensive as external reviews.

Requests for External Review by the Workshop

If a workshop is uncertain about the effectiveness of certain parts of its operation and wishes to obtain information that will enable it to improve its program, it may

ask one or more of the external sources listed below for a complete or partial evaluation of its program.

Regular External Reviews

All workshop programs should probably receive complete evaluations, including reviews of adherence to principles and operational, program, and outcome reviews, every three years. Regular reviews of that kind can provide the information needed for a gradual improvement in the quality and effectiveness of the program and can stop any deterioration before it has proceeded too far.

Special External Reviews

An MCSS area office could require an external review of some or all aspects of a program if serious questions are raised about it and if a preliminary examination reveals that further review is merited. Such questions may be raised by consumers or their advocates, professional individuals or organizations, MCSS staff, or an external appeals committee (see Chapter VI).

Who Should Evaluate Programs?

1. Internal Reviews are done by board members, staff, and clients of a particular workshop with little or no participation from outside.
2. Requested External Review. When a workshop asks for an external review it will choose from the groups listed below one or two that are able to examine the matters it wishes addressed.
3. Regular External Review. At present there are four or five groups that could, with advantage, take part in program evaluation: MCSS staff, particularly the Area Program Consultant; private and in-house consultants; peer evaluators drawn from the management or boards of similar rehabilitation programs; consumers; and members of the business community. However, there is at present little participation by consumers, their advocates, and business people. Table 1 lists the strengths and weaknesses of each type of evaluator.

   One way of making the best use of each kind of evaluator is to assemble a team consisting of Ministry staff, consultants, and members of the staff and board of other workshops, consumers, and business people. In this way the various interests and types of expertise are represented. The ORWC Joint Committee has used the team approach with considerable success. The work of the team is co-ordinated by the consultant, who looks after collecting and distributing data to the team members, writes the report, and generally coaches his fellow team members on the process of evaluation.
4. Special External Review. External reviews made in response to special circumstances should make use of the persons whose expertise is most relevant to the issues to be addressed.

Should Standardized Instruments Be Adopted for Ontario?

Measurement of Adherence to Principles

Principles of service delivery have been implicit in the program reviews by MCSS and ORWC, but there is no common set of criteria that are measured in the reviews.

TABLE 1 Strengths and Weaknesses of Possible Evaluators

	Strengths	Weaknesses
Ministry Staff	- clear reference to funding guidelines - de facto ministry approval of recommendations - generates data on comparable programs - experience in content areas and functional areas - possible investment in implementation of evaluation	- general consultants not rehab. specialists - regulatory (strong arm) function of gov't may be over-emphasized - lack of trust - possible investment in failure to implement recommendations - possibly perceived as threatening because represent funding source
Consultant	- objective since not part of workshop sector - has skills in process of evaluation i.e. collection synthesis and analysis of information - experience in organizational consulting - methodological expertise - conflict-management skills	- may be too general; application to workshop program may require "translation" - may avoid controversy in order to preserve relationship with client - no investment in implementation of evaluation
Organization (peers)	- experience in workshop operation - familiar with language used by workshop operators - clear reference to policy and to precedent of the organizations - investment in implementation of evaluation	- not trained in evaluation - credibility contingent on personal experience - may comply rather than rock the boat - may lack financial resources to implement
Consumer	- personal experience of services provided to disabled persons - access to the unexpurgated opinions of other consumers - objectivity derived from detachment from service providers - may have a healthy dose of non-professional common sense	- may have poor understanding of decision issues in organization management - may be intimidated by the professionals on the team - may not be interested in the outcomes of evaluation and follow-up
Business	- sound understanding of financial, industrial, marketing, and pricing strategies - may have knowledge of the local labour market	- may initially have little knowledge of workshop programs and objectives - may be difficult to make time available - may initially have unrealistic expectations re business and industrial practices and be too demanding of workshops

Program Analyses of Service Systems (PASS) focuses on adherence to the principles of normalization in human services. Since it is designed to be used for all types of human services, the ratings are, of necessity, very general, with the result that it requires considerable judgement to assign a rating in any particular situation; consequently the rater needs extensive training. However, many simpler versions of PASS have been developed for residential evaluations, and it should be possible to develop an instrument specifically for vocational settings, which could more simply and directly measure adherence to the basic principles. Such an instrument could eliminate the need for a team of raters, reduce the training period for the rater,and make the ratings more reliable and valid.

Operational and Program Reviews

Every group undertaking workshop evaluations has developed its own evaluation outline, and all the outlines appear to be very similar. It would probably be useful to combine the instruments into one standardized instrument that could be used by all groups. This would ensure that all workshops were evaluated against the same criteria.

Outcome Reviews

MCSS is studying the rating scales and checklists that are available for use with developmentally handicapped persons in order to suggest which would be most useful to the workshop system. This study could be extended to other disability groups. An important aspect of vocational assessment is the fit between the assessment of the clients' capacities and the demands of the workplace. For this reason, assessment rating scales and checklists cannot be viewed in isolation from the demands of the labour market.

In addition, an adequate measure of the various aspects of clients' satisfaction will need to be developed.

Accreditation

Since 1967, the Commission on Accreditation of Rehabilitation Facilities (CARF) has served as a private standard-setting and accrediting organization for workshops as well as for other types of rehabilitation facilities in the United States. Its standards, which deal with principles, operations, programs, and outcomes, have been a point of reference for most evaluation instruments designed for use in Ontario by OAMR, ORWC, and MCSS.

Although there are no comprehensive standards for workshops in Ontario, extensive sets of data are available that could be helpful in establishing realistic criteria for the principles, operations, programs, and outcomes of workshops. They include the 1978 Baseline Survey, MCSS Guidelines for Workshops, and the ORWC Standards Manual. It is essential to start any accreditation or evaluation process at a level that reflects the current status of the agencies. An accreditation program might not be well received by workshop operators unless the standards to be applied appeared achievable with the financial and human resources available. The advantages of an accreditation system for Ontario workshops are:

1. Improvement of services. The accreditation survey clearly points out what areas need improvement to meet the standard. CARF reports that overwhelming up-grading and improvement of facilities were noted upon re-survey.

2. Accountability to disabled consumers. In most service sectors (i.e., education, law, medicine) some sort of certification, licensing, or accreditation assures the consumers of the service that a minimum standard will be met. The same protection should be available to the disabled consumers of rehabilitation services.
3. Improvement in co-ordination and planning of employment services. If workshop services are inadequate, the effectiveness of the whole system of employment services is significantly reduced. Accreditation would improve employment services for the disabled by improving workshop services.

POSSIBLE SOLUTIONS

Prerequisites for Effective Evaluation

1. *Workshop operators and clients and the Ministry of Community and Social Services should develop, for workshops funded by MCSS, a set of principles as a philosophical basis for workshop programs.*
2. *Workshops that have not yet done so should undertake to formulate, with the participation of clients:*
   - *(a) A set of general goals and the type of program and activities to be undertaken to achieve these.*
   - *(b) Specific program goals.*
   - *(c) Specific measurable goals and objectives for each client (to be contained in the client's individual program plan).*
3. *An assessment of the prerequisites to evaluation should precede each evaluation, and, where significant deficits are found, the evaluation should suggest ways in which these deficiencies could be rectified.*

Types of Evaluations That Should Be Done

1. *Although program and operational reviews may, under special circumstances, examine selected aspects of a workshop program in order to deal with specific issues, in general, both the annual internal reviews and the tri-annual external reviews should include:*
   - *(a) an examination of adherence to program principles*
   - *(b) an operational review*
   - *(c) a program review*
   - *(d) an outcome review*

   unless there is specific reason not to include all components.

The Circumstances and Timing of Reviews

1. *Workshops could do an internal review of each of the four areas every year.*
2. *Workshops may request a complete or partial evaluation, either through the MCSS Area office or directly from one or more of the possible types of participants as appropriate to the kind of evaluation needed.*
3. *The MCSS Area office could require a complete or partial external evaluation when special circumstances indicate that such an evaluation is merited.*
4. *An external review involving each of the four areas should take place in each workshop at least every three years.*

Who Should Do the Reviews?

1. *The annual internal review could be conducted primarily by staff, board members, and clients of the workshop, although outside help can be obtained if desired.*
2. *Evaluations based on requests or under special circumstances could involve representatives of those groups that are appropriate to the task but should also include an MCSS representative, a workshop representative, and a consumer or client.*
3. *The tri-annual external evaluation should involve the three parties referred to in 2 above and, wherever possible, a representative of the business community, and could be co-ordinated by a consultant who is independent of any of the other parties.*

The Use of Standardized Instruments

1. *Standardized instruments could be developed (building on existing instruments wherever possible) to assist in the evaluation of adherence to principles as well as in operational, program, and outcome reviews.*
2. *These instruments should probably be developed co-operatively by representatives of: MCSS; workshops; clients; experts in evaluation, preferably of workshops; and business, particularly in the case of operational reviews.*
3. *Outcome reviews should examine all four indices of program effectiveness: rate of movement or placement, improvement in work-related behaviour and skills, clients' satisfaction, and achievement of goals.*
4. *In order to accomplish this it will be necessary:*
   (a) *For workshops to adopt a vocational assessment system if they have not already done so. The IPP project is examining a large number of functional assessment instruments and will make recommendations, which workshops may follow at their discretion*
   (b) *To develop a means for measuring clients' satisfaction*

Accreditation

1. *A group could be formed to study the feasibility of accreditation for Ontario workshops, paying particular attention to the following points:*
   (a) *What mechanisms (e.g., program evaluation, information access strategies, etc.) need to be in place to make accreditation feasible?*
   (b) *How would accreditation influence MCSS's planning direction for vocational services?*
   (c) *Should the accreditation process be owned by a private, quasi-public, or public group?*
   (d) *How much would accreditation cost?*
   (e) *How useful are existing accreditation standards such as CARF?*

PART THREE HUMAN RIGHTS

CHAPTER VI PARTICIPATION OF CONSUMERS AND ACCOUNTABILITY OF PROGRAMS

BACKGROUND

Although a number of workshops are now moving to give clients a more significant voice in decision making, the belief that disabled people are not capable of directing their own lives is not an uncommon one in our society. A variety of stereotypes have contributed to this misconception by describing the developmentally handicapped as "child-like," "not having much potential," "unable to understand," "must be told what to do," and so on. Psychiatrically disabled persons are described as "too erratic," "explosive," "unable to follow instructions," "irrational," "not dependable," etc. The blind are often regarded as entirely helpless. For example, there is a belief that they cannot travel by themselves and that because they cannot see, they cannot learn.

The fact is, however, that the disabled are, in many respects, as capable as the able-bodied. Aside from their particular disability, they have the same strengths and weaknesses as the rest of the population. A disability, whether physical, intellectual, or emotional, does not mean that a person is handicapped in all ways or even that the person has no ability in the area of his handicap.

Many disabled persons can use aids and supports to overcome their disabilities. Specific steps can be taken and mechanisms developed to enable such persons to take part in more activities. For example, developmentally handicapped persons have a range of understanding that varies from one situation to another. Even those with the most severe mental handicaps can express likes and dislikes by smiling or showing pleasure at a particular task or, on the other hand, by turning away and refusing to participate. These kinds of responses are recognized by workshop staff, and, over a period of time, these reactions become significant and can be considered as valid as a spoken opinion.

Clients' and consumers' participation in decision-making in the workshop system have recently been influenced by social change from two directions. Firstly, consciousness-raising in some disadvantaged social groups (such as that encouraged by the black civil rights movement and the feminist movement) changed the way disabled individuals and groups saw themselves. As a result, the disabled came to realize that they had rights and to know what those rights were. At the same time, their self-esteem increased and they began to feel that they had value as people.

Secondly, disabled people realized that they were a disadvantaged social group and could have a greater voice in their own affairs. They began to believe that they had worthwhile ideas about what they wanted and needed from social service agencies, and they realized that those ideas were essential to the development of effective programs. As a result, they started asking and, indeed, demanding more control over those services and programs.

ISSUES

1. Individual program plans need to be used in all workshop programs, and clients should participate in their develoment as their capacities permit.
2. Opportunities need to be increased for clients or workers in workshops to take part in the planning and operation of workshops and to form associations to represent their interests in discussions with staff or boards.

3. Appeal mechanisms need to be developed so that clients' concerns may be resolved.
4. Clients do not always have access to the information in their own files.

DISCUSSION

Participation in Individual Program Plans

The individual program plan is a statement of the rehabilitation plan that should be agreed upon by a client (or guardian) and the workshop. It is both a plan and a basis for a contract in which the goals and objectives, approaches to be used, schedule for the achievement of the goals and for periodic review, and methods of monitoring progress are specified. The responsibilities and rights of both the workshop and the client and a description of the working conditions should be spelled out. The IPP enables the workshop staff and the client to make decisions jointly about the goals of the client's rehabilitation program and the means for achieving the goals. Without such a plan, it is possible for a client to remain for too long in one stage of his or her program. At present, some Ontario workshops use IPP's, but their use is not consistent throughout the system, and the participation of clients in the formulation of IPP's varies greatly.

For some clients, an outside advocate may be valuable in this process. This person could help to explain the options to clients, anticipate problems, and clarify issues for either party. The advocate could also act more directly by helping the client express his or her wishes with respect to the formulation and monitoring of the IPP. Possibly these advocates could come from consumer groups representing persons with that disability or from consumer groups that have an interest in the particular workshop. In some cases, a member of a workers' association might act as an advocate. Advocates might also be members of the client's family, lawyers, or community legal workers. The client should have the right to choose his or her advocate.

Workers' Associations

In most workshops there is no mechanism by which workers and clients can influence such matters as working conditions, content of the program, and so on. A workers' association might be helpful in such matters. Such an association would be based in a particular workshop, would deal with the working conditions and the policies of that workshop, and would work co-operatively with management to create policies beneficial to both management and workers. It could be concerned with five types of issues:

1. Working conditions, especially hours and safety.
2. Wages and benefits.
3. The type of work that is procured for the workshops.
4. Procedures for internal appeals.
5. The means by which agreements about the above issues are reached by the workers' association and the workshop's management.

Participation in the Planning and Operation of Workshops

If some workshops have hesitated to give individual clients a greater voice in their planning and operation, participation by groups of consumers has usually been resisted much more strongly. The misgivings about their participation were reinforced by a widespread belief that disabled persons did not have the expertise to make useful contributions to workshops.

Consumers, for their part, were not interested in the workshop system until recently and did not, in fact, make themselves knowledgeable. However, in the last several years, consumers' groups have begun to take positions and to make presentations about workshops. They are particularly interested in five issues:

1. The level of funding that the workshops receive from the government.
2. The nature and quality of the training provided and the relevance of many of the jobs to increased vocational competence.
3. The participation of clients.
4. Wages.
5. The evaluation of workshop programs.

The participation of outside consumer groups can have a number of benefits for workshops. First, the members of those groups can combine the perspective of being disabled with the experience of working in outside industry, an experience that many clients in workshops have not had. Many such consumers have been successful in jobs in competitive industry and can, therefore, act as role models for workshop clients. In addition, outside consumers can share with recently disabled clients their experiences of adapting to their disabilities.

Procedures for Internal Appeals

At present, few workshops have formal mechanisms by which workers and clients can air their grievances. If a client is dissatisfied with working conditions or with his or her status in the workshop, the first steps should be to discuss the matter with the workshop staff. However, since the client has no recourse to an appeals mechanism, if this discussion does not alleviate the situation, the client may simply leave the workshop. A formal appeals procedure may be a means of resolving such disputes, increasing the clients' satisfaction, and obviating the necessity for leaving the system. An internal appeals procedure in a particular workshop could address such issues as: disagreements arising from individual program plans or other formal agreements between the clients and the workshop; disagreements or dissatisfaction about working conditions; wages received by individual workers; and working conditions that affect the safety of individual clients or workers. The following procedures might be used for internal appeals:

1. A three-member panel could be formed, comprising a member of the board of directors of the workshop, a member of an outside consumer group interested in the workshop, and a third member agreed upon by the other two. The panel would hold a hearing to examine the staff's position and the client's position. Its decision would be based on the particular issue appealed and would be binding on both parties. If it wished, it could make suggestions or recommendations for remedying the conflict, but they would not be binding.

   Advantages

   (a) The members of the panel would not be directly involved with the conditions that led to the appeal and therefore could make a fair decision.
   (b) Different points of view could be brought to bear on the decision.

Disadvantages
(a) The presence of a member of a consumer group might be resisted by the workshop, and such persons might not be actively sought.
(b) It might be difficult at the present time to find knowledgeable representatives of consumer groups.

2. A three-member panel could be formed comprising a representative of management, a representative of the workers or their association, and a third member to be agreed upon by the other members. Decisions would be made in the manner described above.

Advantages
(a) At least two of the three members would be familiar with the background of the appeals, and the representatives of management and the workers would bring specific expert knowledge to the deliberations.
(b) The physical arrangements for hearings could be made more quickly.
(c) Various points of view could be brought to bear on the situation.

Disadvantages
(a) Very few workshops now have workers' associations from which to draw representatives.
(b) The workers' representative might believe, rightly or wrongly, that he or she was under pressure not to take a stand against management.
(c) The representatives of management and the workers might be too close to the situation to be objective.

External Appeals Process

If procedures were established for external appeals, the individual clients and workers could, after an internal appeal, have the right to an external appeal if they were still dissatisfied. Two different methods might be used:

1. A position called "referee" could be established for the purpose of holding fair hearings on appeals from clients or workers or workers' associations. Referees would be government employees (not necessarily lawyers) who had experience in mediation, adjudications, and investigation. They could be connected with area offices, regional offices, or the central office. They would hold hearings, examine evidence and arguments set forth by the two sides, and make decisions binding on both parties. The referee could also make non-binding suggestions for resolving the problems that caused the appeal.

Advantages
(a) It would be a simple system since one person would be responsible for making the decision.
(b) The referee would presumably be impartial.
(c) Referees could be attached to the most suitable level of Ministry office, i.e., area, regional or central.
(d) The hearing would not be based on the legal process but would be more of a fact-finding or negotiating procedure.

Disadvantages
(a) The procedure would be dependent on one person.
(b) The procedure could be expensive.
(c) A referee who was a government employee might be considered to be biased.

2. Area offices could set up three-member panels, each comprising a representative of the workshops, a representative of a consumer group, and a third person agreed upon by the other two. These panels would be based in the area offices and would hear appeals arising from workshops within the jurisdiction of the office. They would hold hearings and receive evidence and arguments from both parties. Ideally, decisions would be reached by consensus.

Advantages

(a) The panels would be geographically close to the situation that caused the resulting appeal.
(b) The cost of this process would be comparatively low.
(c) There would be an opportunity for different points of view to be brought to bear on the decision.

Disadvantages

(a) There might be disparities between decisions by the various panels. There might also be differences among area offices in the way this mechanism was used.
(b) It might be difficult to find representatives of the workshops and the consumer groups to serve on the boards.

Should Clients Have Access to the Information in Their Files?

This question has recently been much discussed, and it has generally been concluded that the answer should be yes. That was the opinion of the old Canadian Human Rights Act, the Krever Inquiry into the Confidentiality of Health Records in Ontario, and the Williams Commission on the Protection of Privacy.

Obviously, if clients are to help develop their individual program plans, they have to be given information from their files, and the information must be in a comprehensible form. For some persons, that will mean explaining the information in a manner consistent with their level of understanding.

The authorities referred to above have also considered whether factual inaccuracies in records should be corrected. Most have suggested that, when clients or guardians find inaccuracies, they should be corrected. When charges of inaccuracy result from differences in interpretation, however, it is usually suggested that the changes should not necessarily be made, but that the individual should have the right to insert a note in the file giving his or her interpretation. In addition, when the information was provided by a third party who put restrictions on its use, it is usually held that these restrictions should be honoured. The individual may ask the third party directly to release the information.

Reservations have, however, been expressed about the release of information that would be harmful to the individual, to his or her family, or to the relationship with a professional who is providing care. Usually it is recommended that refusal to release information on those grounds should be severely restricted and that one of the requirements should be documented professional opinion that very severe physical or mental harm would result. Few cases of this kind are expected, and an appeals procedure against a decision to restrict access on this basis is usually recommended.

POSSIBLE SOLUTIONS

1. *The client or his or her advocate or both should play an active part in developing his or her individual program plan. An advocate may be a member of a workers' association, of an outside consumers' group, or a client's family, or a lawyer, a community legal worker, any other professional, or any other person chosen by the client or his or her guardian.*

2. *Workshops should encourage their workers to form associations in their workshops. They could do this by, among other things, providing time and space to meet and, if necessary, helping workers to arrange for assistance, perhaps from consumer groups or advocates, in organizing themselves and running their meetings.*

3. *One way of involving clients would be to invite them to fill 25 per cent of the positions on the board of directors of each workshop. These persons could probably be chosen by the workers' association and could be either its own members or members of outside consumer groups.*

4. *Each workshop would inform its clients and/or workers that internal and external appeals are possible.*

   (a) *The internal appeals could be heard by a three-member panel comprising a member of the board of directors of the workshop, a member of an outside consumer group, and a third member agreed upon by the other two.*
   (b) *The external appeals could be heard by a three-member panel comprising a representative from a workshop, a representative of a consumer group, and a third person agreed upon by the other two. This group could be established by the MCSS Area Office.*
   (c) *Each group would meet only when necessary.*

5. *In general, information in a client's personal file should be available to that client in a form he or she can understand. In some cases, that will mean the staff's having to explain the information rather than actually giving the file to the client.*

PART FOUR WORKPLACE ISSUES

CHAPTER VII BUSINESS AND INDUSTRIAL PRACTICES IN WORKSHOPS

BACKGROUND

Few professionals in the field of rehabilitation question the importance of setting up worksites for the disabled. However, many of them would challenge the value of the disabled engaging in work that does not provide useful training or (for some persons) long-term work experience. Unfortunately, however, the economic circumstances of the community in which a workshop operates often limit the development of a solid and financially sound work component in the workshop. For example, sub-contracts tend to be of short duration and to require low-level skills (such as hand packaging and assembly). As a consequence, workshop clients are indeed working, but the skills they learn are of questionable value in the competitive labour market.

The earnings of the work component are an essential part of the workshop's total revenue. In order to maximize those earnings so as to cover operating expenses, workshop managers are now learning job-costing techniques, calculation of overhead, methods of client wage analysis, and marketing strategies. At the same time, the staff are realizing that jobs can be done faster and more efficiently if attention is paid to such matters as plant layout, work plan, and so on.

Support Services in Ontario

In many other parts of North America, providers of vocational rehabilitation services have tried to solve similar work problems by setting up "support service mechanisms." The primary objective of these support services is to offer business and industrial assistance to the vocational rehabilitation facilities. These support services range from advising individual workshops to managing industries created to provide the disabled with long-term sheltered work (e.g., Diversified Industries in Saskatchewan and the Handicapped Industries Guild of British Columbia).

The primary goals of a business and industrial support service for Ontario would be to provide disabled persons with realistic work (similar to that in the private sector) so that their training expeciences will be meaningful and so that it will become increasingly possible to pay them a reasonable wage. To achieve those goals, it will be necessary to strengthen the work component in workshops and to increase the industrial, business, and administrative skills of the staffs.

The specific objectives of a support service designed for Ontario, as outlined later in this report, were identified in conjunction with representatives of the numerous organizations that will use these services, such as the Ministry of Community and Social Services vocational rehabilitation staff and the Ontario Rehabilitation Workshop Council. Furthermore, the experiences of similar support services in other jurisdictions, like Michigan, British Columbia, Saskatchewan, and Quebec were taken into consideration. It was discovered that operators of workshops are mainly interested in a business and industrial support service that would augment the experience of their staffs. In many workshops, the staffs are small and each individual has a broad range of administrative and production responsibilities; for example, work procurement is one of the functions to which few workshops can assign a full-time staff person. In addition, it is often done by persons who have little previous experience in that area and who, consequently, tend to work informally and to restrict themselves to the surrounding district.

In all of the systems that were examined, it was found that the initial scope of the support service was too broad and had to be reduced after a time. In Michigan, for example, direct-intervention consultation was eliminated, at least temporarily, from the services provided because it was so labour intensive and because it required too much manpower, time, and financial resources. On the other hand, it was found that prime product marketing was very important to most workshops.

ISSUES

What can be done to improve the business and industrial expertise of workshops to enable them to:

1. Offer training and experience that are more related to the demands of the competitive labour market.
2. Increase their revenue from the sale of goods and services.
3. Provide clients with work that is worthwhile and that will increase their feelings of self-worth.

DISCUSSION

Objectives of Support Services

A business and industrial support service for Ontario should be designed to focus initially on the first three objectives listed below. These three objectives were identified by those persons involved in the initial discussions as being the most immediate needs of the workshop movement in regards to business and industrial development. The remaining three should be added once the service is established and the workshop clientele is developed. By then it should be possible to determine the additional manpower and financial resources that will be needed. The objectives would be the following:

1. To obtain sub-contract and service industry work for workshops, and to strengthen the work component of workshop programs by increasing the type, amount, and regularity of the work.
2. To help workshops to market prime products that they manufacture.
3. To create a management and technical resource base that workshops can draw on for technical, industrial, and administrative expertise. For example, possible types of resources could be any of the following: reference materials, indexes of professional business people who are willing to assist workshop staff on a voluntary or fee-for-service basis, names of government departments or organizations whose staff are available to answer brief telephone inquiries or point out the location of the required expertise, and so on.
4. To provide technical, industrial, and administrative assistance to individual workshops through direct-intervention consultation that is designed to solve the specific problems of the participating workshops.
5. To co-ordinate a technical, administrative, and industrial education service for the administrative and production staff of workshops.
6. To create and promote a mechanism whereby workshops can enter into joint ventures with one another, in, for example, work procurement, the purchasing of materials, transportation, and distribution.

During the initial operating period, the support service staff would concentrate on helping the workshops obtain lucrative and long-term work from both local and distant clients. Because of the tremendous regional economic variations in Ontario, the support service consultants might have to search across the province in order to develop these opportunities for any one workshop. After the first year or two, the consulting service should be in a position to develop on a regional basis and to add services such as direct-intervention consultations.

The Operation of a Business and Industrial Support Service

There are at least five possible ways of organizing and operating a business and industrial consulting service:

1. The Ministry of Community and Social Services could assume full responsibility for administering, operating, and staffing the support service. Two forms of organization are possible:
   (a) A centralized control mechanism could be established by creating an independent operating unit within the VR services of the Ministry.
   (b) A decentralized control mechanism could be created through the VRS field staff, who would provide support services to workshops in their regions.

   The obvious implication of either of these alternatives is that the VRS Branch of the Ministry would have to assume additional responsibilities for service delivery. Furthermore, the emphasis on business and administration in the consulting service would require the VRS staff to work in areas that in many cases lie outside their professional qualifications.
2. The support services could be managed by a ministry other than Community and Social Services - for example, Labour or Industry and Trade Development. The business and industrial objectives of the support service would be more credible if the service were managed by a ministry with jurisdiction in these areas. However, the provision of advisory services to rehabilitation workshops may not be compatible with the mandate of other ministries. Furthermore, by assigning responsibility for the service to another arm of government, we would be fragmenting the services provided to the workshops.
3. A separate body could be established to manage and operate the support service. This could be a crown corporation (or an incorporated body without the status of a crown corporation) charged with the sole responsibility of managing the support service. The disadvantage of this solution is the sense of impermanence that would attach to a separate, newly created body, especially as these services could just as well be offered through existing channels.
4. The Ontario Rehabilitation Workshop Council, or a similar organization, could manage the support service. However, this arrangement would not provide a means of holding ORWC accountable to any other body for its adherence to the policies, goals, and objectives of the support service.
5. The Ontario Rehabilitation Workshop Council, or a similar organization, could manage the business and industrial support service through a board of directors comprising representatives from the Ministries of Community and Social Services, Labour, and Industry and Trade Development; the board of directors of the ORWC; workshop operators; consumers; and professionals in the business, administrative, and technical areas. The board of directors would be a means through which MCSS could take part in providing business and industrial support services without assuming direct responsibility, and by which the ORWC could be held accountable for the management of the operation. The advantages of this arrangement are the following:
   (a) Both MCSS and the ORWC would be committed to the successful operation of the service.

(b) The board of directors would exist as a governing body for monitoring ORWC's management of the service and for helping to recommend appropriate policies for the support service.
(c) The board of directors would be an additional source of expertise for the service.
(d) The service bureau would represent more than the ORWC.
(e) The consulting service would be more likely to succeed if there were centralized responsibility for its management, work-procurement activities, and so on.
(f) The professional staff of the support service (reflecting business, administrative and entrepreneurial backgrounds) would be responsible exclusively for the business and industrial development of the workshops, unlike the staff in some of the other organizational arrangements, who would have other responsibilities.
(g) Since it is already a primary objective of the ORWC to strengthen the business and industrial components of rehabilitation workshops by providing support services, it would probably be willing to manage such a support service.

This particular option has the following disadvantages:

(a) To operate the consulting service bureau, the ORWC would have to expand, and this expansion might cause organizational difficulties.
(b) The Executive Director of the ORWC would be responsible for the general activities of the association as well as for the management and operation of an extensive ongoing support service.
(c) A central location for the consulting support service might result in communication difficulties with the workshops and consequently in their failure to take advantage of all the resources offered.
(d) The ORWC does not represent all sheltered workshops in the province. However, about 125 of the 168 workshops do belong to the Council.
(e) Management of the consulting support service through the ORWC might give the Council the chance to promote its own objectives. Of course, this problem might occur with any existing organization through which the service was operated.

POSSIBLE SOLUTIONS

Of the alternative mechanisms outlined above, through which a business and industrial support service could be managed, the final option may be the most viable. An organization such as the Ontario Rehabilitation Workshop Council, or another body representing vocational rehabilitation workshops, could be assigned the responsibility for managing and operating a business and industrial assistance and support service for workshops. In addition a board of directors could be established with the express purpose of determining the policy guidelines for the operation of a consulting service bureau with representation from the Ministry of Community and Social Services, the Ministry of Labour, and the Ministry of Industry and Trade Development; the board of directors of the Ontario Rehabilitation Workshop Council; workshop operators; consumers; and professionals in the business, administrative, and technical areas.

CHAPTER VIII TECHNICAL AIDS AND THE ADAPTATION OF JOBS

BACKGROUND

Technical Aids and Devices

The use by disabled persons of devices to help them in their daily lives or in their work is not new. However, many people, even within the rehabilitation field itself, still think only of prostheses and wheelchairs. From the vocational point of view, an aid or device can be any mechanical or electronic change in the relationship between a person and his or her environment that makes the person better able to do the tasks required by a job.

Advanced technology is creating so many aids and devices for disabled persons that the number of physical handicaps that cannot be overcome by such means is diminishing rapidly. Among the applications of advanced technological aids are the following:

1. Computerized reading machines that can scan the letters on a printed page, analyse their sound characteristics, and then "read" them aloud as synthetic speech.
2. Switches that can be activated by a very slight force, or even by breath, enabling persons with severe physical limitations, such as quadriplegia, to turn lights, radios, television, and tape recorders on and off, answer and dial telephones, and control other devices such as page turners.
3. Devices such as the "visual ear", an electronic teletypewriter which permits persons with impaired hearing to carry on normal telephone conversations.
4. Portable electronic aids that produce letters, words, phrases, sentences, or paragraphs programmed for, and selected by, the user, which enable persons who cannot speak to communicate. These aids can also be connected with electric typewriters, TV monitors, CRT display screens, and so on.

Some of these devices are still very expensive, but they are often cost-efficient because of the improvement they make in the person's capacity to earn a living and become independent. It was reported at a recent conference of the President's Committee on Employment of the Handicapped in the United States that, through the increase in taxes paid and the reduction in expenditures on income maintenance, the return on employment programs providing aids and devices could be as high as $1.07 on every dollar after only one year.

Most technical aids can, in fact, be produced or adapted at minimal cost: for example, phone holders for persons with limited use of their hands or arms; grasp pads for persons with difficulty in manipulation; and devices that produce audio signals for the visually impaired or visual signals for the hearing-impaired. Some devices, such as hands-free telephones or touch-phone buttons instead of dials, were developed for the general market but have proved to be of value to the disabled.

Job Analysis and Modification

The growing interest in job analysis and modification is partly the result of a shift in emphasis from fitting a disabled person into a job to modifying the interaction between that person and the workplace in order to use his or her abilities to do the job. This reformulation of the issue reduces the emphasis on the person's disabilities and draws attention to an extended range of possible solutions.

This perspective has been enhanced by the growth of ergonomics, a science that draws on physiology, biology, psychology, engineering, and medicine to study the ways in which people, machines, and the environment interact. The ergonomist's technique

of "fitting the job to the worker" by scientifically analysing the postures, movement, efforts, and stresses of a job and recommending modifications, is ideally suited to the placement of disabled persons in jobs. As a rational process that ensures the maximum effectiveness of a skilled employee, the ergonomic approach can appeal to the employer. Thus it can both increase regular employment opportunities for disabled persons and ensure that they can function comfortably and effectively in the workplace.

In general, a job analysis entails a systematic observation of the various tasks and functions of the job (for example: a machine tool operator fastens the metal in fixture on the machine, starts the machine, feeds the metal to the machine, observes the process of cutting, stops the machine when it is completed, withdraws the part, and checks the accuracy with measuring tools) as well as the physical demands of the work, such as standing, lifting, exerting pressure, grasping, and so on. Additional information about the conditions of work (noise, lighting, temperature, etc.) and the accessibility of the workplace is also obtained. These checklists are then matched with the individual's medical and functional report. On the basis of the job analysis and the assessment of the worker's capacity, recommendations are then made for using or designing a technical aid to alleviate the problem, or restructuring the manner in which the tasks are done. In many cases, the costs of adaptation are minimal: hand controls can be changed to foot controls and vice versa, work tables can be lowered, jigs can be constructed, and so on. Disabled persons themselves can often suggest the modifications that will enable them to work most comfortably. Once a job analysis is done, creativity and common sense are often more important than money in arriving at a solution.

Design of the Workplace

One of the offshoots of job analysis and modification and the increased availability of technical aids is the realization that the design of the workplace might help or hinder disabled persons in their work. Some architectural barriers such as stairways are obvious, but there are many ways that both the building and the interior workplace can be made more accessible and more conducive to increased productivity for the employees right from the start and at no extra cost (see diagrams 1 and 2). It should be noted that in many instances all employees stand to benefit from such modifications: the quality of life in the workplace does not affect just the disabled employees.

Microelectronics and the Disabled

It is impossible to discuss technical aids and ergonomics without taking account of the rapidly developing field of microelectronics and its effect on work and the workplace. An automated production process requires, not physical strength, but rather the ability to activate a switch - perhaps by a mouth stick. Indeed, even the necessity of being physically present will be eliminated for many kinds of work: information processing on a microcomputer, for example, can be done on a terminal in the home.

Microelectronics technology has made possible some of the more dramatic examples of aids for the physically disabled. But applications are being made in rehabilitation of other disability groups as well: for example, in the training of the developmentally handicapped. Educators are particularly hopeful about the promise that microelectronics technology holds of breaking through the barriers of severe communication handicaps, for example by using Blissymbolics with computers. And severely intellectually handicapped persons can be taught automated production processes that require only the capacity to activate switches in response to a series of pre-determined signals.

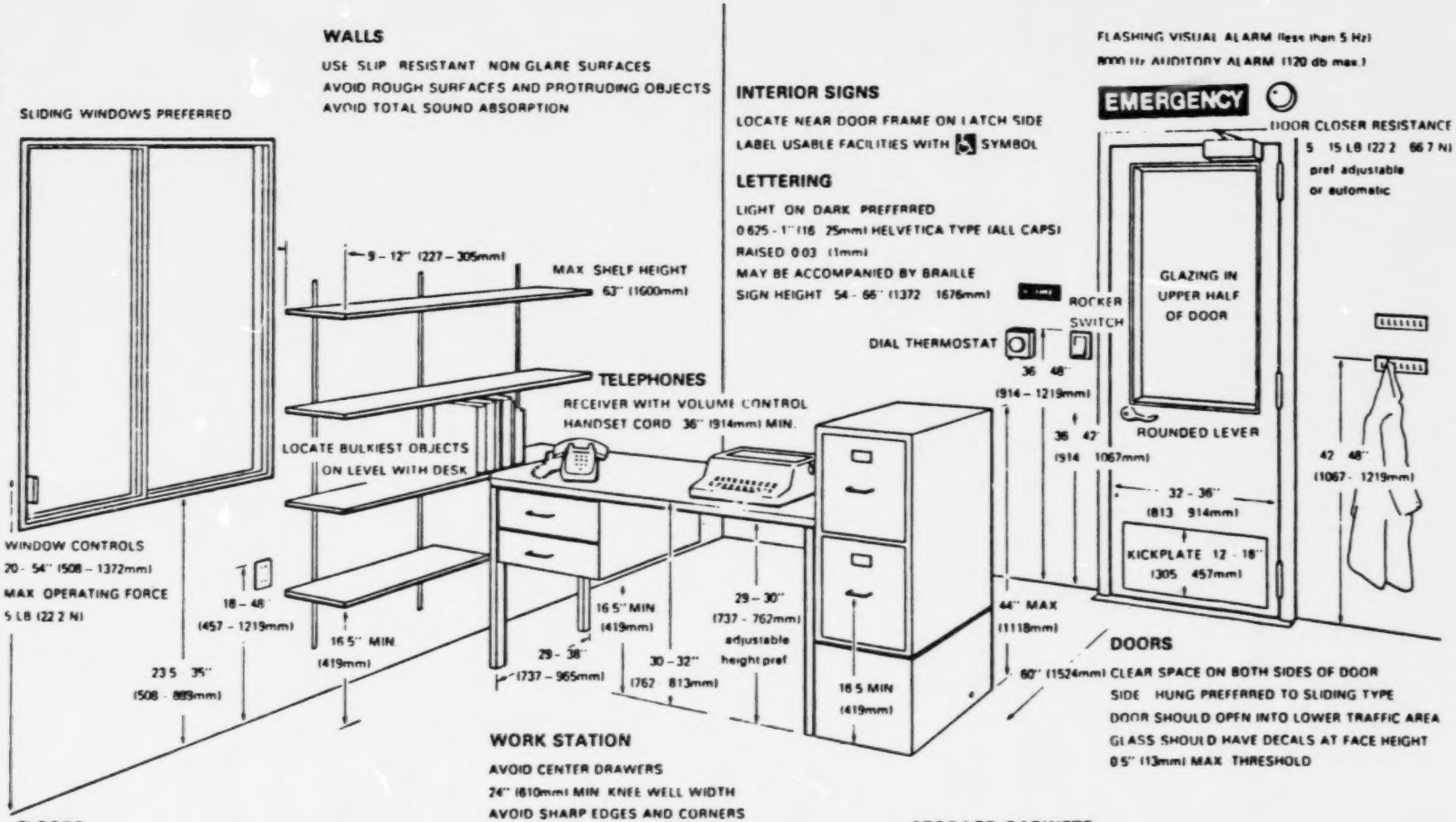


DIAGRAM ONE: James Mueller, Job Development Laboratory.
SOURCE: Gugerty, John (et.al). Tools, Equipment and Machinery Adapted for the Vocational Education and Employment of Handicapped People. Washington, D.C.: Department of Health, Education and Welfare, 1981.

SPECIFICATIONS ON THIS ILLUSTRATION SUGGEST IMPROVEMENTS TO WORKSITES WHICH WILL AID ABLE-BODIED AS WELL AS PERSONS WITH SENSORY OR LOWER EXTREMITY LIMITATIONS. CONSIDERATIONS FOR MORE SPECIFIC FUNCTIONAL LIMITATIONS ARE DESCRIBED ON TRANSPARENT OVERLAYS

WORKSITE 1

DIAGRAM TWO: James Mueller, Job Development Laboratory.

SOURCE: Gugerty, John (et.al). Tools, Equipment and Machinery Adapted for the Vocational Education and Employment of Handicapped People. Washington, D.C.: Department of Health, Education and Welfare, 1981.

WALLS

USE SLIP RESISTANT NON GLARE SURFACES
AVOID ROUGH SURFACES AND PROTRUDING OBJECTS
AVOID TOTAL SOUND ABSORPTION

INTERIOR SIGNS

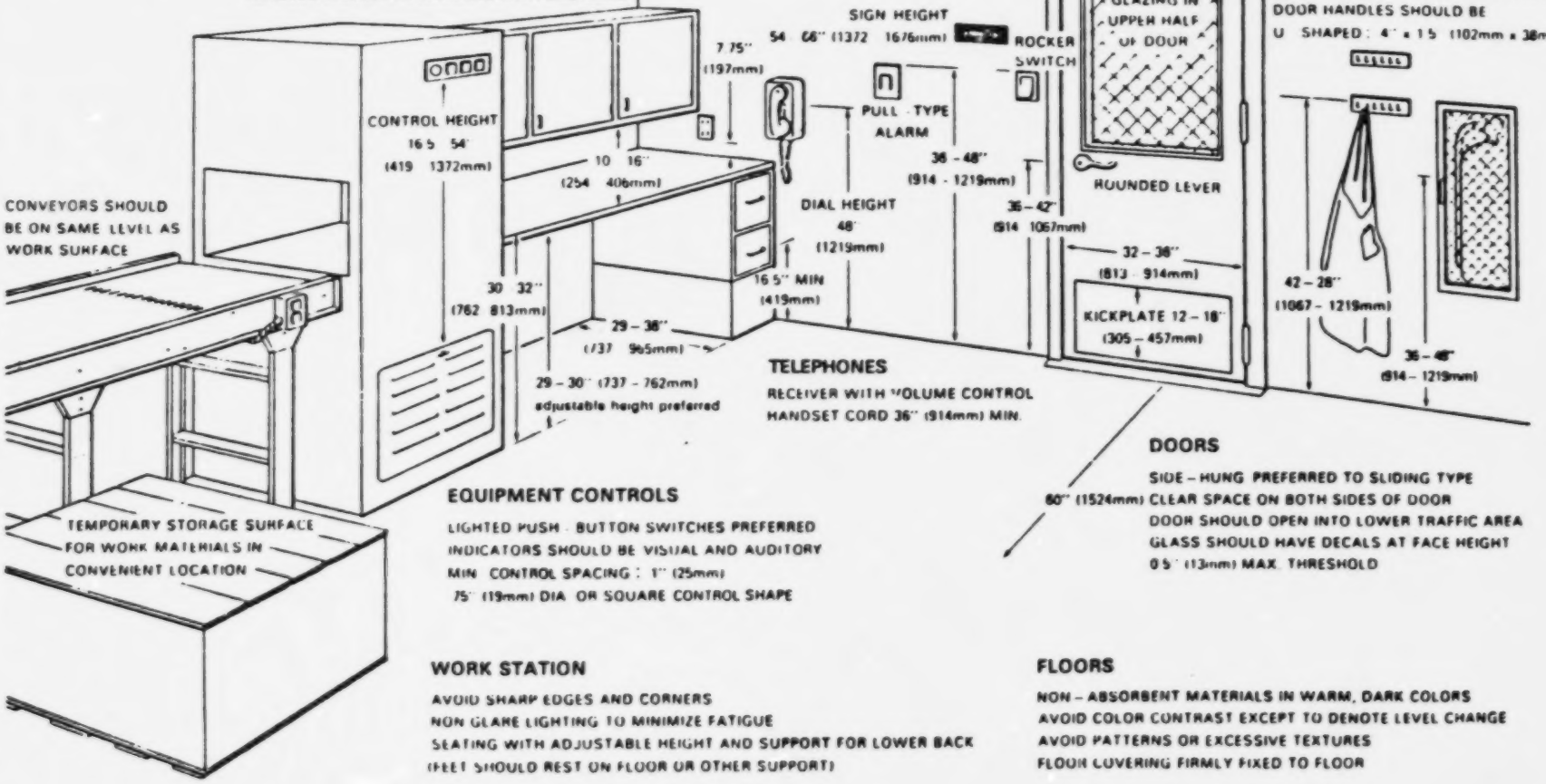
LOCATE NEAR DOOR FRAME ON LATCH SIDE
LABEL USABLE FACILITIES WITH ♿ SYMBOL

LETTERING

LIGHT ON DARK PREFERRED
0.625" (16–25mm) HELVETICA TYPE (ALL CAPS)
RAISED 0.03" (1mm)
MAY BE ACCOMPANIED BY BRAILLE

STORAGE CABINETS

CABINET HEIGHT 65" MAX (1600mm)
U SHAPED HANDLES 4" x 1.5" (102mm x 38mm)
HANDLES SHOULD BE OPERABLE WITH ONE HAND



TELEPHONES

RECEIVER WITH VOLUME CONTROL
HANDSET CORD 36" (914mm) MIN.

EQUIPMENT CONTROLS

LIGHTED PUSH-BUTTON SWITCHES PREFERRED
INDICATORS SHOULD BE VISUAL AND AUDITORY
MIN. CONTROL SPACING: 1" (25mm)
.75" (19mm) DIA. OR SQUARE CONTROL SHAPE

WORK STATION

AVOID SHARP EDGES AND CORNERS
NON GLARE LIGHTING TO MINIMIZE FATIGUE
SEATING WITH ADJUSTABLE HEIGHT AND SUPPORT FOR LOWER BACK
(FEET SHOULD REST ON FLOOR OR OTHER SUPPORT)

FLASHING VISUAL ALARM (less than 5 Hz)
8000 Hz AUDITORY ALARM (120 db max.)

EMERGENCY

DOOR CLOSER RESISTANCE
5 15 LB (22.2–66.7N)
pref. adjustable or automatic

IF EXTINGUISHERS MUST BE RECESSED
DOOR HANDLES SHOULD BE
U SHAPED: 4" x 1.5" (102mm x 38mm)

DOORS

60" (1524mm) CLEAR SPACE ON BOTH SIDES OF DOOR
SIDE-HUNG PREFERRED TO SLIDING TYPE
DOOR SHOULD OPEN INTO LOWER TRAFFIC AREA
GLASS SHOULD HAVE DECALS AT FACE HEIGHT
0.5" (13mm) MAX. THRESHOLD

FLOORS

NON-ABSORBENT MATERIALS IN WARM, DARK COLORS
AVOID COLOR CONTRAST EXCEPT TO DENOTE LEVEL CHANGE
AVOID PATTERNS OR EXCESSIVE TEXTURES
FLOOR COVERING FIRMLY FIXED TO FLOOR

SPECIFICATIONS ON THIS ILLUSTRATION SUGGEST IMPROVEMENTS TO WORKSITES WHICH WILL AID ABLE-BODIED AS WELL AS PERSONS WITH SENSORY OR LOWER EXTREMITY LIMITATIONS. CONSIDERATIONS FOR MORE SPECIFIC FUNCTIONAL LIMITATIONS ARE DESCRIBED ON TRANSPARENT OVERLAYS.

WORKSITE 2

The contribution that ergonomics and job analysis can make to the matching of job requirements and human skills will itself be facilitated by microelectronic data processing, like the CEIC JOBSCAN system, which proposes to collect labour market information on the basis of the skills and experience available and the tasks required by job openings.

ISSUES

The basic issue here is to ensure that the operators, staffs, and clients of workshops are aware of, can benefit from, and contribute to, the current developments in technical aids, the analysis and restructuring of jobs and the workplace, as well as other changes in the ecology of the workplace caused by microelectronics technology.

DISCUSSION

Relevance for the Workshop System

Developments that make the individual better able to be trained, to develop skills and productivity, and generally to work more effectively either in a workshop or in competitive industry, can be of inestimable benefit to the workshop system and to the disabled persons it serves. The abilities thus demonstrated to workshop personnel and to the clients themselves can form the basis for decisions about further training or for a convincing argument for placement in competitive work.

In short, technical aids and job modification will substantially enhance the improvements proposed in all the program areas discussed in this paper - assessment and training, the industrial efficiency of workshops, the quality of sheltered employment programs, and the increased use of work sites in private industry - and will facilitate the movement of clients through the system and the successful placement of clients who move into competitive jobs.

Furthermore, as rehabilitation facilities, workshops are in a unique position to experiment with the new technologies, and to make a valuable contribution to the new and still small body of knowledge in the field. Center Industries in Wichita, U.S.A., for example, has the full-time services of rehabilitation engineers who have been able to adapt jobs and design aids so that even severely disabled clients are able to perform at 100 per cent of competitive norms. On the basis of this demonstration, they are recommending to the U.S. Government that the Rehabilitation Act provide for the location of rehabilitation engineers in all major industries to secure employment opportunities for the disabled.

The staffs and clients of workshops in Ontario need to be aware of such trends in order to anticipate their impact and most effectively reap their benefits. However, there are a number of barriers to the realization of those benefits.

Research and Development

In Canada, research on technical aids and the application of new technology for the handicapped is not receiving much funding. In order to secure funds, which are generally in short supply, researchers tend to concentrate on projects that will show immediate results, rather than on experimentation and innovation. There is also a lack of co-

ordination within the research field, which can result in duplication of efforts, and conversely, the development of items in isolation without standards for wider application. Finally, there is little opportunity for bioengineering researchers, disabled persons, rehabilitation and health professionals, and employers to exchange information about what is technically possible, what is needed, and so on.

If closer ties were developed between bioengineers and ergonomists and the rehabilitation field by means, for example, of regular meetings, exchanges of personnel, or the placement of bioengineering students in rehabilitation facilities, then workshops could actively offer the benefits of their experience and explain what they needed. The possibility of collaboration between a workshop, a nearby university research facility, and a community college could be explored. The Job Development Laboratory at the George Washington University in the United States, for example, does research, demonstration, and highly individualized job placement by pooling the skills of rehabilitation specialists with those of biomedical engineers and ergonomists. It is entirely likely that the staffs and clients of workshops in Ontario have already devised creative solutions to some of their practical, everyday problems, and some of these solutions might have a wider application. They should be aware of the Rehabilitation Technology Unit of the National Research Council, which can help to co-ordinate the steps from prototype to finished product.

Manufacturing and Marketing

It is generally agreed that a serious problem in the area of aids and devices for disabled persons is related to manufacturing and marketing. Many useful devices that have been invented by researchers sit on a shelf for lack of interest by manufacturers. Businessmen are understandably reluctant to tool up for production of an item for which, especially in Canada, there might only be a very small market. Consequently, when special aids are manufactured they are often sold at very high prices, which are a burden for consumers and for government programs providing such aids. Perhaps the workshop system could consider undertaking the manufacture of aids and devices, particularly the ones based on new technology. This would mean that consumers themselves would be involved in production of the articles they need. Workshops would then be engaged in primary production, rather than subcontracting, in a field in which there is little competition, but a real, if small, market.

In addition to meeting a genuine need, workshops engaged in such production would have the opportunity to take the lead in a developing market. A recent task force reporting to the Ministry of Industry and Trade on microelectronics contained a recommendation "that the Ontario government support the development and use of microelectronic products that help disabled people overcome their handicaps." The objective of that recommendation would be "to maximize the opportunities that microelectronics-based products and services can provide for the disabled in terms of employment, education, and technical aids."[3] Thus, the time may be ripe for industrial ventures in this field.

Another important consideration is the cost of maintaining and repairing technical aids. Again, the possibilities of workshop clients learning and applying such skills might be explored. In light of recent projections of skill shortages in maintenance and servicing in the microelectronics industries, the training experience would seem to promise long-range benefits as well. One Ontario workshop located in a community with a high proportion of microelectronics jobs is already demonstrating through work experience and work station programs that its clients are valuable workers in this rapidly growing industrial field.

The idea of workshops producing and servicing items that are of use to rehabilitation clients is not new: for years, the Polish Invalids' Co-operatives have supplied their own market and the European market with aids for disabled.

Thus far, the manufacture of aids and devices has been a problem because firms have felt reluctant to invest heavily in a small field - which has remained small because of limited marketing. This problem is being addressed by Technical Aids and Systems for the Handicapped (TASH), in a marketing, distribution, and service centre established in 1979 under the auspices of the Canadian Rehabilitation Council for the Disabled and supported by the National Research Council. Among its objectives are the following: to market technical aids in Canada and abroad; to encourage Canadian industry to manufacture technical aids, and to inform and advise the disabled and rehabilitation community about the availability, use, and benefits of technical aids. As TASH becomes better known and more active, the workshops, particularly those considering production of aids and devices, should be sure to keep in touch with the centre.

Provision and Co-ordination of Service Delivery

The other main issue regarding technical aids is the lack of co-ordination in providing and delivering services. In Ontario, aids and devices must be bought from private manufacturers. Funding sources and eligibility requirements are diverse. Voluntary agencies, like the March of Dimes and the Ontario Society for Crippled Children, make some funds available for the purchase of devices for persons with particular disabilities; and MCSS funds the purchase of aids and the modification of buildings for its clients that are eligible for Vocational Rehabilitation Services. Other assistance for some adult clients is provided by the Department of Veterans' Affairs, the Workmen's Compensation Board, and private insurance plans. For recipients of income maintenance, the General Welfare Assistance Act provides for supplementary aids or special assistance cost-shared by MCSS and municipalities. And the Ministry of Health is now supplying some kinds of aids and devices to all children under 19.

The problem, then, is that there is no single source of funding or of aids for adults. Consequently there is confusion and, for some segments of the adult disabled population, no source of aids at all.

Under the present VRDP agreement, workshop clients who are not referred through the VRS and who are not ready for competitive employment (and therefore cannot apply in the usual way for VRS Services) may not be eligible for restorative aids or tools and equipment. This is due to the stipulation that an applicant who is employed at the time of application is not generally eligible, and this may apply to workers in sheltered programs.

Expertise

The lack of co-ordination is aggravated by a shortage of the expertise necessary for the development and provision of technical aids, job analysis, and job modification. Ideally, assessment, design, engineering, maintenance, user and public education, and the other specialized skills required for provision of technical aids and job modification should be supplied by multidisciplinary teams. The current fragmented delivery system and lack of recognized specialized centres in Ontario hinders this team approach and does not make the best use of the limited expertise available.

The Center Industries experience in the United States has demonstrated that productivity, training, job placement, and business-community relations can be enhanced by the presence of a bioengineering expert in a workshop. As a start, one full-time expert could be made available to advise workshops on technical aids, job analysis, and job redesign. Such a specialist would be able to write a manual, give seminars, and advise on individual cases; provide liaison with the research and development, manufacturing, marketing, and other relevant sectors; facilitate

collaborative ventures; co-ordinate demonstration projects; and in general promote the participation of the whole area and secure its clients' interests in the field. Ensuring that workshop clients have access to the specialized assessment services of occupational therapists as do other VRS clients would also be a useful step.

Dissemination of Information

Owing partly to the lack of co-ordination in providing and delivering services and to the shortage of skilled personnel, the dissemination of information is inadequate and consumers, rehabilitation professionals, service providers, and prospective employers have not regular means of learning about everything that is available and possible.

Workshop personnel and clients faced with a practical problem need to be able to find out easily how it might be solved and where a necessary aid can be obtained. In many instances, solutions devised at no cost by someone else can be duplicated easily; in other cases, what is needed are hints for a creative individual solution. An information manual on technical aids and job modifications could be written which would list, not only items available for purchase, but ideas for adaptations, jigs, and so on: it should contain diagrams or illustrations, as well as text, and should be comprehensively cross-referenced. The manual would be written for the general reader rather than for the professional. It would be distributed to each workshop and would be revised annually.

Report of the Microelectronics Task Force

An interministerial subcommittee, in its reply to recommendation No.10 of the recent Ontario task force on microelectronics, has proposed that the Government of Ontario establish a technology centre to co-ordinate and promote the development of microelectronics products that would benefit handicapped people. Recognizing the problems of co-ordination of research, development, manufacturing, and marketing, the shortage of expertise, and the lack of information, the subcommittee outlined three functions that such a centre could fulfil: obtaining and disseminating information, assessing needs, and funding the development of technical aids. The centre would act as a co-ordinator by helping to identify what research and development was needed most; by co-ordinating the funding of such research; by linking agencies, consumers, manufacturers, and service providers; and so on.

POSSIBLE SOLUTIONS

1. *All clients of workshops who could benefit should receive those specialized assessments, technical aids, and help with job modification that will significantly increase their vocational competency. Clients designated as sheltered employees should also be eligible for these services.*

2. *The report of a subcommittee of the Interministerial Response Committee, entitled "Microelectronics and Opportunities for Disabled Persons" (1982) has recommended a feasibility study of the concept of a technology centre. Such a technology centre could co-ordinate and promote the development and application of microelectronics technology in order to maximize opportunities for disabled persons. The use of workshops as demonstration sites linked to such a centre could also be explored.*

3. *Workshops should be encouraged to seek funding for research and demonstration projects from federal programs under CEIC, the National Research Council, or Health and Welfare or under programs concerning microelectronics and the disabled that might be developed by other ministries such as Industry and Trade. In addition, the possibility of earmarking certain research and demonstration funds under the VRDP for workshop projects could be studied further.*

4. *MCSS should attempt to ensure that the programs of other ministries, such as the seminars on physical demands analysis offered by the Handicapped Employment Program, are publicized and made available to workshops.*

5. *Information could be provided to workshops about technical aids by two means.*

   (a) *An information manual about technical aids and job modifications could be written.*
   (b) *Information seminars should be arranged for the boards, staffs, and clients of workshops so that they will learn about new developments and be more likely to use them.*

6. *A rehabilitation engineer could be hired to provide expertise on technical aids, job analysis, and job redesign to the workshop system.*

7. *To supplement this expertise, MCSS and ORWC could attempt jointly to foster closer links between bioengineering and ergonomics on the one hand, and rehabilitation on the other, by studying the possibility of placing Bioengineering students in workshops.*

CHAPTER IX THE USE OF PRIVATE AND PUBLIC INDUSTRIAL AND SERVICE WORKSITES

BACKGROUND

The advent of affirmative action programs and legislation regarding the employment of the disabled, particularly in the United States and some European countries, has led to a number of investigations of the relationships between private business and the rehabilitation movement. In Ontario, rehabilitation professionals have been most interested in the participation of businesses as potential suppliers of jobs for their disabled clients. Unquestionably, this is a crucial area that needs attention if we are to meet our employment objectives. As noted by the Ministry of Labour, there must be a partnership between the rehabilitation professionals and the private sector if employment opportunities are to be developed: "The successful matching of handicapped persons' skills and employees' job opportunities requires detailed knowledge of the employment prospects in each community as well as an inventory of disabled people seeking employment" ("Progress Report" of Hamilton Affirmative Action Project, 1981).

However, the participation of the private sector is also needed in other aspects of rehabilitation. Work assessments, on-the-job training, job stabilization, and perhaps sheltered employment are examples of activities in which business and industry could participate by creating "work stations" in their enterprises. Although work stations may not always be suitable for all disabled persons, adaptations of the idea are possible. Some persons, for example, should be introduced into such settings only sporadically or after a period of assessment and training or sheltered employment in another setting. The underlying assumption in the promotion of work stations is that the effectiveness of the rehabilitation depends on the extent to which it uses and resembles the competitive labour environment. The advantages of using work stations in business and industry include the following:

1. The business, industrial, and marketing techniques used are, by definition, those of the competitive marketplace. Many workshops are unable to expose their clients to such techniques and often employ inefficient technologies and methods.
2. Clients can have the chance to use current technologies without the workshop having to buy expensive and rapidly changing equipment. Sweden, for example, put great effort into achieving high technological levels in workshops, only to find that the costs forced them to rely more and more on industrial sites.
3. Work stations permit clients to become familiar with the demands and rewards of the competitive labour market.
4. Work stations permit accurate and realistic appraisal of a person's strengths, weaknesses, and progress in relation to the demands of the competitive job market.
5. Work stations provide suitable role models, which are often not available in workshops.
6. The assessment and training, as well as the sheltered employment opportunities, are obviously related to the local job market.
7. Work stations provide the opportunity to acquire actual job skills, which may lead directly to ongoing employment, at the same time that work-adjustment training is provided.
8. They avoid the considerable difficulties of the transfer and generalization of learning from one social and physical environment to a very different one.

The Workmen's Compensation Board, the Canada Employment and Immigration Commission, and the Vocational Rehabilitation Services of MCSS operate programs designed to provide employers with incentives to hire the handicapped. Table 2 summarizes the various incentive programs. Although many employers take part in these programs, they could be used to create even more jobs for handicapped people.

TABLE 2 Incentive Programs for Employers Hiring the Disabled

Program Name and Sponsor	Clientele Served by Program	Duration of Program	Incentive to Employer	Cost to Employer
Work Adjustment Training - CEIC	Any persons who for a number of reasons have an irregular work history.	Maximum 16 weeks, 4-week assessment period, and 12-week adjustment period.	Employer under no obligation to hire trainee/assessee. Extra person on staff. Can terminate program any time.	None, trainee receives allowance (up to $45/week) through Canada Manpower
Canada Manpower Industrial Training Program - CEIC	Persons must be 1 year beyond school leaving age otherwise any person who may benefit from such an experience.	Maximum 1 year	Reimbursement of instructors' wages to a maximum $3/hr/trainee. Reimbursement of training aids, etc. Reimbursement of up to 85% of trainees' wages.	Wages, employee benefits, etc. normally paid minus the incentives.
Program for Employment Disadvantaged - CEIC	Persons with handicaps or from a disadvantaged segment of the population	39 weeks	85% wage subsidy for first 13 weeks and 50% for up to 26 weeks	Employers expected to hire employees on completion of program. Employees covered by program cannot be displaced.
Training-on-the-Job - VRS	Job-ready VRS clients	Period determined by type of job.	50% of salary paid to employee.	Permanent employment of client expected.

Program Name and Sponsor	Clientele Served by Program	Duration of Program	Incentive to Employer	Cost to Employer
Assessment Program # 1 - VRS	Job-ready VRS client	1 month	Client works without salary for 1 month, VRS continues maintenance allowance to client.	Permanent employment of client after 1-month assessment.
Assessment Program # 2 - VRS	VRS client requiring employment-potential assessment	Not specified	Weekly assessment fee	Employer conducts assessment and submits efficiency report.
On-the-Job Training - Workmen's Compensation Board	Individuals with an approved WCB claim	Up to 1 year	Subsidy arrangements negotiated for each individual case	

There are a number of reasons for this.

1. For the most part, the programs are restricted to a particular group of employees or are used by employers in dealing with a specific group. For example, the WCB programs are only for injured workers receiving compensation.
2. According to the Handicapped Employment Program of the Ministry of Labour, some employers who might like to take part in the incentive programs do not know how to find handicapped employees or are not familiar with their skills and abilities.
3. In many instances, the employer plays no part in the introduction of a disabled individual into his or her business. In such cases, the success of the incentives program is due to someone outside the firm, such as the MCSS vocational rehabilitation counsellor.
4. Employers often fail to hire disabled workers because of misconceptions about them. For example, the ICD Rehabilitation and Research Centre discovered that many business managers mistakenly believed that handicapped employees lack stamina, would be treated with too much sympathy by their co-workers, would be absent more often than non-disabled employees, would be distrustful of authority, would need too much supervision, and would not be able to meet production quotas.
5. Employers hesitate to hire disabled workers because they think that they may have to make physical adjustments to the workplace or provide special devices for the disabled employees; that they will have increased liabilities for the employees' safety, and hence higher insurance rates; or that excessive paperwork may be required by the rehabilitation agencies or the government subsidy programs.

Obviously the training and employment programs funded by MCSS, WCB, and CEIC are one form of valuable financial incentive offered to employers. However, if the private sector is to be more involved in the broader range of rehabilitation activities, then the incentive programs must be modified to deal with the issues identified above.

ISSUE

What can be done to encourage employers to hire handicapped persons and to make more industrial and service sites, in both the private and public sectors, available for training and sheltered employment?

DISCUSSION

The following are some of the incentives that would encourage the type of private- and public-sector involvement described above.

1. As noted previously, wage subsidy programs are operated by both Canada Manpower and VRS. The strengths and weaknesses of those programs should be examined with a view to developing more effective and extensive programs.
2. Grants could be made to businesses that were willing to establish or support a workshop program in the business itself or on a separate site. For example, if a manufacturing process can be divided into a number of separate components, an employer might agree to set one of these aside exclusively for the employment and training of disabled workers. The "disabled work team" could work as a relatively autonomous, yet integrated part of the manufacturing process. The

grant offered to the manufacturer, in this example, would be similar to that given to sheltered workshops and might cover many of the same operating expenses (such as salaries for rehabilitation counsellors and supervisors).

3. Additional rehabilitation personnel could be placed on industrial sites to provide temporary supervision as required, to ensure that production quotas were met, and to monitor the progress of the disabled employee or trainee. Similarly, manpower grants would allow industrial supervisors to become familiar with the special problems of employing the handicapped.

4. Technical and consultative assistance grants and advice could be provided to employers who would have to reorganize their workplaces or restructure some jobs in order to accommodate disabled employees.

5. The approach with possibly the greatest promise in the near future entails the development of mechanical, especially electronic, aids that can be used to restructure a job for a particular individual or to redesign an entire process so as to eliminate the need for certain physical or intellectual skills.

6. One of the problems faced by employers is the red tape and paperwork that are often involved in hiring disabled persons, especially if additional supervisory staff and wage subsidies are involved. Similar complaints have been expressed about affirmative action programs. If more employers are to be encouraged to hire disabled workers, a means must be found to streamline the process.

7. A tax credit could be offered to employers who hire disabled workers, provide professional, managerial, or technical assistance to workshops, or let sub-contracts to vocational rehabilitation facilities.

8. An additional solution might be the introduction of affirmative action legislation. This should be done only if the other incentives described above are not effective. A stronger recommendation regarding affirmative action is not made at this time for several reasons.

First, the general disposition of the Ontario government at this time is to encourage voluntary action rather than to legisiate the hiring of disabled workers. A number of barriers that appear to limit the employment opportunities of the disabled are not necessarily due to resistance by employers. Action other than regulation of the employer's hiring practices is needed to solve the problems inherent in the structure of the programs and relationships of those agencies and organizations involved with handicapped employment.

Secondly, experience in other jurisdictions shows that legislation may not have as great an effect as expected. For instance, there is some evidence that the affirmative action legislation in the United States has resulted only in minimal compliance by employers. However, that legislation, used in conjunction with the incentives described above, could result in a dramatic increase in the hiring of disabled workers.

The Ontario government might however, set an example if it were to require the following:

(a) That all provincial government departments and agencies expand or implement affirmative action employment programs. This may entail an extension or adaptation of the current CEED (Council for Equal Employment of the Disadvantaged) program in which the Ontario Civil Service Commission works with a council of voluntary agencies in an attempt to locate civil service positions for handicapped persons.

(b) That employers under provincial jurisdiction that have one hundred or more employees be required to start affirmative action programs for hiring and promoting disabled persons.

(c) That the provincial government adopt a policy of contract compliance requiring that government contracts contain a clause in which the contractor agrees to adopt and implement an affirmative action program for disabled

persons that is compatible in scope with the size of the contractor's business, and so on.

(d) That the provincial government establish a mechanism for ensuring that the government and its contractors develop and implement affirmative action programs.

The preceding requirements are similar to those recommended to the federal government by the Special Committee on the Disabled and the Handicapped in the Obstacles report.

POSSIBLE SOLUTIONS

There are a number of possible ways of encouraging more participation in vocational rehabilitation by the business and industrial sector. Before action is taken, it is recommended that the feasibility of each as well as the processes for implementing it be examined in greater detail. The possibilities are:

1. *Examine the potential of setting up a co-ordinated wage subsidy program that would incorporate the strengths and overcome the weaknesses of existing ones.*
2. *Streamline the paperwork required by employment and training wage-subsidy programs.*
3. *Provide mechanical aids to handicapped employees.*
4. *Make grants to industries that are willing to support or establish a workshop program.*
5. *Provide additional manpower to support the link between the vocational rehabilitation and the employment process.*
6. *Make technical and consultative assistance grants available to employers for adjustment to the work site.*
7. *Allow a tax credit to employers who hire handicapped workers.*
8. *Adopt provincial government policies that promote the development of affirmative action programs and the employment of the disabled.*
9. *Pass affirmative action legislation if the preceding do not result in substantial increase in participation by the private sector.*

PART FIVE OVERCOMING STRUCTURAL BARRIERS IN THE LABOUR MARKET

CHAPTER X THE PARTICIPANTS IN VOCATIONAL REHABILITATION

BACKGROUND

Rehabilitation Professionals

The "workshop movement" in Ontario has, of necessity, evolved in many directions in order to meet the vocational needs of the disabled and to take advantage of the funds available. However, while the program base may be broad, the workshops operate relatively autonomously, aside from receiving financial and some support assistance from the government and contractual and manufacturing work from the private sector. Rehabilitation professionals fear that their programs do not reflect the "real world of work" for which they are trying to prepare the disabled participants. In part, the difficulty can be attributed to the traditional social service orientation of rehabilitation professionals, who increasingly find that they must operate in a business environment for which they are not adequately prepared.

Business

Although there are often business persons on workshops' boards of directors, they tend to see themselves as showing social responsibility by helping with the operation of a social service agency; only rarely do they use their business expertise to assist the operation of the workshops or to forge links with the business community. At the same time, employers, while expressing interest in offering work to a greater number of disabled persons, often criticize the shortage of disabled workers with suitable skills and the lack of co-ordination of placement programs.

In their attempts to involve the private sector in other ways, the rehabilitation professionals have concentrated on finding jobs for the disabled. Although there is no question that this is a crucial matter if we are to meet our employment objectives, at the same time, it is desirable for the private sector to participate in all aspects of rehabilitation. There seems to be a sense of social responsibility in the business community that has not yet been adequately tapped. Businesses large and small, chambers of commerce, the Federation of Independent Businesses, the Retail Council of Canada, and the Canadian Manufacturers' Association have all expressed interest in pursuing the goal of employing handicapped persons. It is important to nurture this goodwill and make use of it by involving businesses in relevant aspects of policy development and in the local processes of program planning and development. However, it is clear that reliance on goodwill created by a sense of social responsibility and on the opportunity for participation will need to be supplemented by other approaches.

Labour

Unions have been very active in promoting health and safety regulations and in watching over the welfare of their members who become disabled. Moreover, some union members sit on boards of directors of workshops; however, the links between organized labour and the field of vocational rehabilitation have perhaps not been cultivated sufficiently. The situation in part, can be accounted for by a number of questions asked by unions:

1. How can labour unions support the training and hiring of the handicapped, particularly when government subsidies are involved, while meeting the demands of their

own members for jobs in the face of rising unemployment, the possible loss of light work for handicapped or senior members, threats to seniority, and so on?

2. How can labour collaborate with management in this area when many of the adjustments required in the work place - for example, increased safety measures for the disabled person - have not previously been provided to the organized work force.
3. How can labour take part in rehabilitation yet ensure that the prevention of industrial accidents and the treatment of injured workers remain as priorities?

These issues put labour in an uncomfortable position because, while its objective is to protect the rights of its members, at the same time, the movement sympathizes with and would like to promote the employment of disabled persons. These conflicting goals tend to be misunderstood, especially by those involved with the delivery of vocational rehabilitation services.

Consumers

Only a few workshops have consumers (i.e., clients) on their boards. Recently, however, the perspectives of consumers have begun to be recognized as essential for developing sound programs and for linking those programs with the labour market (see Chapter VII).

Substantial progress has been made in reducing the stigma associated with disability, and individuals with a disability can now expect a reasonable level of financial support, not as charity but as a matter of right. However, there is still considerable room for involving consumers in policy development and planning at the system level.

Governments

The Ministry of Community and Social Services has a number of funding mechanisms that lend themselves to the training and employment of the handicapped. Additional efforts of this type could make government more comprehensive and effective participants in vocational rehabilitation. For example, additional funds could be provided for capital acquisitions (such as machinery) that would broaden the work component in the facilities. The need for training for both the staffs and clients of workshops has already been discussed. Workshops could also gain a great deal from the participation of ministries other than MCSS, which could bring a new range of expertise to their operations. The Ministry of Industry and Trade Development, for example, is committed to the development of small businesses, and it operates the Ontario Development Corporation. Undoubtedly there are many other departments and ministries that would provide useful services. In order to encourage their participation, MCSS could have to approach them, especially to ensure that services are available for the vocational facilities. In the case of programs whose mandates do not include non-profit organizations, workshops may have to be given a special status.

ISSUE

How can business, labour, consumers, and the appropriate government departments, both federal and provincial, be encouraged to participate more actively in the vocational rehabilitation of handicapped persons?

DISCUSSION

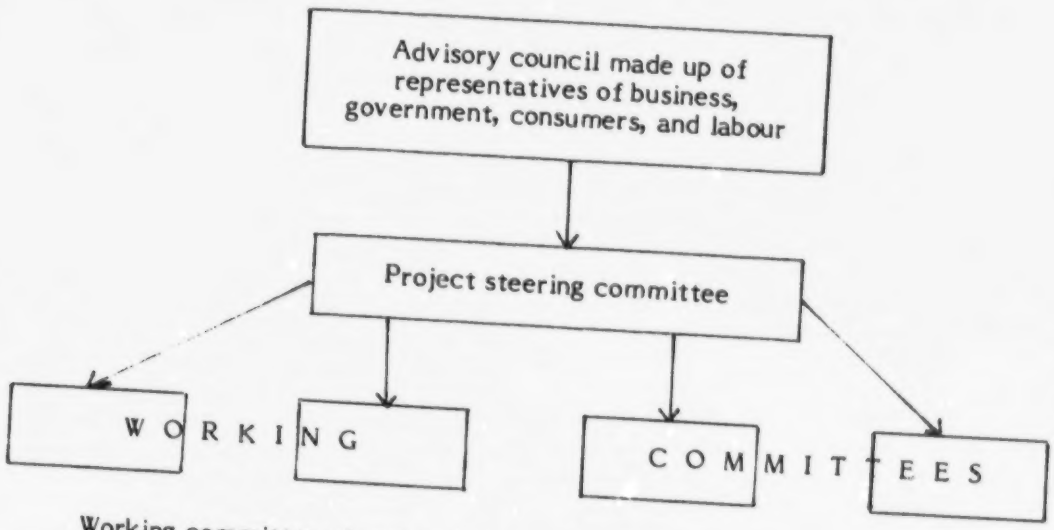
There are five possible participants in vocational rehabilitation: the disabled clients, labour, government, business and industry, and the rehabilitation professionals. The discussion that follows describes the actions that could be taken to increase the participation of each of these groups.

Develop Collaborative Partnership Mechanisms

There are relatively few mechanisms that encourage collaboration among the participants in vocational rehabilitation. When collaboration does take place, it is usually out of necessity. For example, workshops deal with business and industry in order to obtain work for the workshops, governments fund workshops and provide some support services, and so on. Because these relationships are so limited, there is little communication and a danger of misunderstanding.

Experience in other jurisdictions, particularly the United States, has shown that a partnership is needed between business, consumers, government, and the rehabilitation field, if these groups are to participate in vocational rehabilitation. An advisory council like the one outlined below would encourage the private sector to take an active part in designing the assessment, training, and placement process for the disabled.

Proposed Participation Model


Advisory council made up of representatives of business, government, consumers, and labour
Project steering committee
W O R K I N G
C O M M I T T E E S

Working committees focus on issues such as placement, active rehabilitation, government relations, environment modification and technical assistance, etc.

The advisory council could be organized at the provincial, and/or local and regional levels to perform the following functions:

1. To act as a provincial advocacy group in promoting the working relationship between private industry and the rehabilitation field.
2. To identify strategies and projects to be undertaken by the working committees.
3. To identify mechanisms for participation at the regional and community levels.
4. To act as an information base in the identification of required manpower and financial resources, etc.

The likely advantages of such an advisory council include: a greater resource base from which the rehabilitation professional can draw, a reduction in unnecessary communication, a fostering of peer pressure and of action among employers, a broader understanding by the council's members of the total community in which the vocational rehabilitation facilities operate, and greater likelihood of fully realizing all the objectives of vocational rehabilitation, particularly training in realistic work settings and competitive job placements.

Maintain an Active Communication Strategy

During the International Year of Disabled Persons, several media campaigns attempted to correct the misconceptions that put barriers around disabled persons. In general, the campaigns were considered successful. However, since attitudes take a long time to change, a communication campaign is needed over a considerable period of time. Such a campaign can take many forms (e.g., mass media and awareness seminars) and can be designed to appeal to a number of different audiences. It is important to identify the specific attitudes of business, industry, labour, and the worker in order that the right communication technique and the right message be used for each of them.

Furthermore, the efforts to change attitudes have so far been made by persons in the rehabilitation field and in social services. Attempts should be made to use other groups as attitude-change agents. Personnel associations and health-care professionals are examples of two groups that may be able to use peer influence for that purpose.

There are two additional issues that need to be discussed. The first relates to the comparatively recent involvement of the labour movement in rehabilitation. A communication mechanism should be devised (whether through public addresses or written communication) to transmit a fair representation of the views of the labour movement to the other participants in rehabilitation. At present, the members of each group involved in vocational rehabilitation tend to communicate only with each other and not with the other groups.

The second issue pertains to the incentive programs available to employers. As there are many sponsors of these programs, at both the provincial and federal levels, each communicates with employers independently; furthermore, each has different administrative procedures. Consequently, employers are confused, and object to the extra paperwork to which they are subjected. It is recommended that a co-ordinated communication approach be developed for incentive programs.

Labour Market Analysis

The local economic and business environment in which a workshop functions has a strong influence on the success of its operation, while the wider economic and social climate can either help or hinder the placement of handicapped persons in competitive jobs, the identification of work stations in business and industry, and so on. For these reasons, rehabilitation professionals will need adequate analyses of the labour market if they are going to find opportunities for training and for competitive and sheltered employment in industry. There are three ways for workshops to obtain useful analyses of the labour market:

1. The workshop system could develop its own research capability. If the analysis were conducted at the local level, workshops would have ready access to specific information about their own communities. The disadvantage is that the workshop staff would be expected to conduct research in an area outside its professional expertise and without enough manpower.

2. Encourage employer organizations (like the local chamber of commerce, rotary clubs, etc.) to do the research. The advantage of this arrangement is that it helps to commit local employers to the training and employment of disabled persons. However, this strategy may be of limited usefulness since few organizations represent all employers and ongoing programs are difficult to maintain in these organizations.
3. Encourage the employment services/placement system to undertake the analysis and decide how workshops would have access to the data. One of the drawbacks of this arrangement is that it does not necessarily ensure that workshops will receive the data they need for planning nor that employers will be doing the research.

Aside from conducting labour market analysis, it may be possible to make additional information about job openings available to workshops. For example, MCSS could develop a relationship with agencies, such as the Canadian Federation of Independent Businesses, the Canadian Manufacturers' Association, and Tourism Ontario, whereby they would identify job prospects within their membership and inform the placement agencies of them. If an effective mechanism of this type is developed, it may be feasible to extend the information that is collected and disseminated among workshops.

Expand Business and Administrative Skill Base of Workshop Staff

Senior staff in workshops should take basic administrative and business courses offered by community colleges and by continuing education programs throughout the province.

Mechanisms for Increased Consumer Involvement

The advisory council already suggested is one mechanism by which consumers may participate in the policy-making and planning of vocational rehabilitation. It is particularly attractive because it gives the consumer an opportunity to meet the other participants in vocational rehabilitation.

Develop a Co-Ordinating Capacity

In order to increase the participation of the various players in the rehabilitation process a staff position within the rehabilitation section of MCSS could be designated to assume responsibility for ensuring that the interest of each player is maintained. The incumbent of the position also should co-ordinate the work of the advisory council(s), as well as the other incentives described in Chapter X.

POSSIBLE SOLUTIONS

Six possible solutions are summarized below:

1. *Develop a partnership among the relevant participants by means of an advisory councils.*
2. *Maintain an active communication strategy that concentrates on efforts to change the attitudes of both the public and the participants referred*

to above through awareness seminars and the like but that also gives information to employers about wage incentive programs.

3. *Conduct an evaluation of the most effective methods of making relevant labour market information and analyses available to workshops and other rehabilitation agencies.*

4. *Strengthen the business and administrative skills of the workshop staff by providing training sessions, courses, etc.*

5. *Develop a co-ordinating capacity, within the existing VRS staff, to ensure that the participants are involved in the vocational rehabilitation process and are clearly informed of each other's views.*

CHAPTER XI MOVEMENT OF CLIENTS AND PLACEMENT IN JOBS

BACKGROUND

Most of the issues and possible solutions discussed in the preceding chapters of this paper are based on the premise that the workshop program consists of a series of stages: assessment, goal planning, training, the provision of technical aids when necessary, and finally, placement in a suitable sheltered or competitive job. Some clients will move through these stages quickly, others more slowly. The successful rehabilitation of some persons will not require them to go through all of the stages. All of the earlier stages, however, are usually undertaken with some form of vocational placement as their final goal.

Client Movement within the Workshop

A number of the solutions in earlier chapters are intended to help clients to progress towards paid work, either competitive or sheltered. To encourage such developments, it might be possible to give financial incentives to workshops that (a) establish an IPP system that meets provincial standards and guidelines, (b) develop work stations in industry, and (c) successfully place and keep clients in competitive industry. These and other incentives should be examined along with other issues related to funding.

Legislation and Job Placement in Ontario

If a person has been through a successful rehabilitation process and is ready for a job but needs special assistance in the labour market, is that assistance the responsibility of the workshops or the labour market? Legislation and practice in Ontario do not clarify this ambiguity.

The VRDP Agreement stipulates that employment placement services will be provided by the CEIC for rehabilitants who are "by mutual agreement" between the province and the CEIC, "considered to be capable of competing satisfactorily for remuneration in the competitive labour market". However, the Ontario VRS Act also specifies a job-placement role for VRS counsellors, and most area offices now have one or more VRS counsellors acting as job-placement specialists.

For workshop clients, the situation is even more ambiguous. Placement in sheltered employment is the responsibility of VRS, but a client placed in a sheltered program, would be regarded as "successfully rehabilitated", and no provision is made for periodic review by either federal or provincial placement services. Not all workshop clients, however, have been referred there by VRS, and only those who are may receive VRS placement services. Moreover, the VRS policy and procedures manual states that the subsequent job placement of clients who have been referred to a workshop for assessment or for work-adjustment training services is the responsibility of the workshop.

Job Placement Services in Ontario

Both the federal and provincial governments operate a variety of placement services for handicapped persons. Some forty-one of the 125 Canada Employment Centres in Ontario, for example, have counselling co-ordinators for clients with special employment needs. About one-quarter (nine out of thirty-seven) of the federally funded Outreach projects serve disabled job seekers at the community level. The Federal

Department of Veterans' Affairs also provides job placement for eligible clients.

There are also a number of provincially operated programs. In addition to the regular VRS placement activities, ten of the twelve MCSS Area Offices have VRS staff members acting as Job Placement Specialists. Three specialized job-placement and job-stabilization projects are also being funded by MCSS under the Developmental Services Act. Whether or not workshop clients are served by the specialized placement services provided by one of the federal or provincial programs varies from area to area and even between communities.

Other programs, such as those run by Workmen's Compensation, provide job-placement according to special eligibility criteria. The CEED program of the Ontario Public Service is directed towards recruiting and facilitating the hiring of disabled employees. The Ministry of Labour Handicapped Employment Program, on the other hand, provides employer education and assistance with affirmative action programs. Again, the accessibility of these programs to workshop clients varies.

These programs differ, not only in their eligibility criteria, but also in the services they provide. Some offer counselling for clients but do not do labour market research or use labour market information in a significant way; some contact employers and place clients in jobs, but do not do job analysis and redesign; some provide wage incentives, but not job stabilization. The amount and type of follow-up also differs. Moreover, these variations occur not only between programs, but also within the individual programs in various geographical areas. Job-placement programs are also unevenly distributed throughout the province, with the result that certain regions, areas, and communities are much better served than others. To some extent, this situation reflects the fact that there has been no agreement on the range of services encompassed by the job-placement process.

Job Placement for Workshop Clients

The 1978 workshop survey showed that 6.5 per cent of clients enrolled during 1977-8 moved into competitive employment, although the data do not give the number of clients for whom competitive placement was considered a realistic possibility at the time of enrolment. There are also considerable differences in the number of job placements made by various types of workshops. The ones serving persons other than the developmentally handicapped accounted for a disproportionately large number of placements. In fact, five (one of which served the developmentally handicapped) of the 167 shops accounted for 40 per cent of all placements in the province.

In the 1978 survey, fewer than half of the workshops reported offering job placement services, and only twenty-four staff positions in the province (1.6 per cent of workshop staff) were actually involved in job placement. Information taken from 1981-2 salary schedules suggests that only 13.9 per cent of the shops have the services of a staff person designated as a job placement specialist. These people may be working at placement full-time or part-time, or they may be shared by several workshops; and their training and experience in job placement is unknown. However, there is a tendency for large urban shops to have the benefit of such specialists. In summary, workshop clients seem to be inadequately served by the present job placement services, and the workshop system itself does not have the resources to offer its clients such services.

ISSUES

1. What are the essential functions entailed in placing workshop clients?

2. What is needed in order to move towards the provision of a complete range of placement services for workshop clients throughout Ontario?
3. What can be done to work out a division of labour in placement services that takes local conditions into consideration and that ensures that the essential functions are being carried out in such way as to create a co-ordinated placement system?

DISCUSSION

The Functions Involved in Job Placement

Although the following discussion concentrates on workshop clients, many of the possible solutions would contribute to the development of an effective, comprehensive, and co-ordinated placement system for all handicapped persons.

Rehabilitation job placement appears to be a specialized process that includes a number of activities. Which ones are essential in serving a particular client depends upon the requirements of both the client and the employer. However, in order to come to grips with the problems of jurisdiction and co-ordination, as well as to move towards the development of a complete range of placement services, it is essential to reach agreement on what is necessary for successful job placement. Our analysis as well as the current literature suggests that the following activities are integral parts of the process.

1. Analysis of the Local and Provincial Labour Market. Placement personnel as well as training personnel must be knowledgeable, not only about current job openings in the community, but also about projected trends in the demand for various kinds of skills.

2. Pre-Placement Counselling. This includes the teaching of job-seeking skills to individuals or groups, providing advice on writing resumes and being interviewed, and helping clients to clarify their personal vocational goals in light of local labour market trends.

3. Provision of Information to Employers, Unions, and Professionals. This type of educational activity can lay the essential groundwork for the successful placement of individual clients.

4. Employer Contact and Job Matching. This entails matching a client's skills with specific job requirements and arranging job try-outs, wage subsidies, and so on.

5. Job Analysis and Modification. This entails an examination of the physical environment of the workplace and the conditions under which a job is done to determine whether or not a better match between the client's present skills and the job requirements could be achieved by providing one or more technical aids or by restructuring the way the job is done.

6. Work Adjustment and Job Stabilization. These services help clients to adjust to jobs and can include such activities as arranging for or providing transportation or day care. In some cases, work-adjustment and job-stabilization clients will require close supervision or co-work when first on the job to minimize the need for increased supervision by the employer and to ensure that production quotas are met. Such services are gradually withdrawn.

7. Follow-Up Counselling and Problem-Solving. This usually consists of regular contact with the client and, when necessary, the employer, in order to help solve any problems that may have developed. Its intensity and duration depend on the individual case, but it is crucial in a large number of placements.

The Provision of a Comprehensive Range of Placement Services to Workshop Clients

A first step in providing a comprehensive range of services could be for MCSS to review its VRS policies, administrative directives, and pilot projects to ensure that workshop clients have equal access to job-placement services and related programs.

A second essential step would be the development of an inventory of the job-placement services, programs, and resources. The inventory would be circulated to all rehabilitation, job-placement, and related service personnel, including co-ordinators of job-placement in workshops. The inventory could be used both locally and centrally to identify gaps in service delivery, to inform discussions with rehabilitation and placement agencies and personnel, and to assist in the overall planning of service delivery, as well as to facilitate co-ordination at the local level.

Thirdly, the CEIC Occupational and Career Analysis Development Unit could hold information seminars for the job-placement co-ordinators of workshops on the various methods developed by the unit, such as PLACE, a series of workbooks for use in teaching individuals or groups how to look for jobs.

Workshop clients should have direct access to job-placement co-ordinators, who can act as counsellors and advocates for them in the job-placement process. This will ensure there is someone with a sense of responsibility for their placement who can guide them through the sometimes complex steps. If such persons are not available, the interests of these persons seem as likely to be neglected in the future as they have been in the past. Specifically, these workshop job-placement co-ordinators would:

1. Keep in touch with sources of information about the local labour market.
2. Keep workshop managers and staffs informed of labour market trends.
3. Work with the training and counselling staff members of workshops to decide which clients are ready for jobs.
4. Discuss vocational goals with individual clients.
5. Arrange or conduct training sessions on job-seeking for groups of clients where appropriate.
6. Keep in touch with providers of services (CEIC counsellors, VRS job-placement officers, and Outreach programs) about opportunities for particular workshop clients and about the matching of clients' skills to job requirements.
7. Arrange for wage subsidy programs, job modifications, and provision of technical aids.
8. Arrange job stabilization through an agreed-on service provider where required.
9. Assist in follow-up.

On the premise that the job-placement co-ordinator ought to be located close to workshop programs in the service continuum, it is suggested that he or she be based in the workshop system itself, rather than in VRS or a separate agency. This does not, of course, imply that all workshops would have a full-time placement co-ordinator. The funding arrangements may make possible a shared position, in which the number of person-hours available to a workshop would depend on the number of clients and their probable need for placement services.

Developing a Co-Ordinated Placement System

MCSS should open discussions with CEIC and the Ministry of Labour in order to co-ordinate responsibility for the delivery of services and to ensure that each of the steps of the rehabilitation job-placement process is handled by the most suitable agency. At the beginning, discussions might be at the senior management level, where an effort would be made to arrive at the broad outlines of a working agreement. Within that agreement, the local offices of the ministries and CEIC could make arrangements that reflected local needs and capacities. It should be clearly established in these discussions that all services would be available to workshop clients and that the role of the workshop Job Placement Co-ordinator would be recognized.

Perhaps the best way of ensuring that the provision of services is co-ordinated would be a division of labour in each geographical area so that each of the job-placement functions, except pre-placement counselling and follow-up, would become the responsibility of one agency to which other agencies would make referrals. Some of the ways in which these functions might be allocated are outlined below, although clearly other divisions of labour are possible.

1. Labour market analysis seems to belong under the jurisdiction of the CEIC. It would have to undertake to make local job information available and to disseminate it so that workshops and other interested parties can obtain it.
2. Pre-placement and follow-up counselling for workshop clients would be provided by the workshop job-placement co-ordinators, and other agencies would provide similar services for their own clients.
3. There would need to be agreement as to whether the CEIC, VRS, the Ministry of Labour, or some other agency was to assume primary responsibility for employer and professional education, although some division of these functions might be possible.
4. In order to keep employers from being beseiged by a number of agencies, it would seem reasonable for one agency also to do the contacting of employers and the matching of jobs with applicants.
5. Job analysis and modification will often require specialized skills and knowledge of the type that industrial engineers and, increasingly, persons trained in electronics, biomedical engineering, and occupational therapy have.
6. Work adjustment and job stabilization can be labour intensive and hence expensive, although it is to be hoped that for most clients they will not last long.

Perhaps the last two functions could be funded, at least partially, through purchase-of-service arrangements from the designated agency. If the possible solutions proposed in Chapters VIII and IX are accepted, these funds, which would include funds from CEIC, VRS, workshops and perhaps employers, would permit the expansion of the services proposed in those two chapters.

POSSIBLE SOLUTIONS

1. *MCSS should hold discussions with CEIC and the Ministry of Labour in order to reach agreement on the points listed below:*
   - *(a) The functions that are entailed in the placement process.*
   - *(b) The designation of responsibility for carrying out each of the functions.*
   - *(c) The co-ordination of the placement function.*
   - *(d) The eligibility of workshop clients for these services.*

(e) *The provision of information seminars by CEIC's Career Analysis Development Unit.*

(f) *The initial discussions would be among senior management personnel and could be followed by discussions at the local levels to make arrangements that reflected local needs and capacities.*

2. *MCSS should review its VRS policies, administrative directives, and pilot projects to ensure that workshop clients have equal access to job-placement services and related programs.*

3. *MCSS Area staff could do an inventory of the job-placement services, programs, and resources in their areas.*

4. *The capacity of workshops to provide placement services could be increased by providing ten additional job-placement co-ordinators each year for the next three years.*

CHAPTER XII SHELTERED EMPLOYMENT

INTRODUCTION

This chapter will examine the concept of sheltered employment, the extent to which sheltered employment could be used in Ontario, the issues involved in sheltered employment, and the steps that might be taken to make sheltered employment an alternative to unemployment for persons with a vocational handicap.

BACKGROUND

For the purposes of this paper, sheltered employment is considered to be paid work in which the employer tolerates or accommodates some degree of reduced productivity, unsatisfactory work, inappropriate social behaviour, or individual physical limitations and is prepared, where necessary, to provide training, counselling and services beyond what would occur in other work situations. Sheltered employment may be provided within competitive industry itself as in "sheltered enclaves" or, as is more common, on special industrial-type premises (e.g. sheltered workshops) established specifically to provide work for vocationally handicapped persons who otherwise might be unemployed.

The wages paid for sheltered employment would often, but not necessarily, be lower than the conventional wage for comparable work in the labour market. However, a special minimum wage rate, which may or may not correspond to the minimum wage within that jurisdiction but which is based in some measure on a person's work performance, is usually set for persons in sheltered employment. In addition, traditional sheltered employment programs usually require some minimum work ability. That minimum requirement is usually a production capacity sufficient to earn at least the special minimum wage.

It should not be necessary, however, for everyone to have to meet minimum performance levels in all sheltered employment programs. The opportunity for sheltered employment should be available, not only to the highly productive, but to all handicapped persons for whom it is suitable. It is essential that even persons whose productivity is limited should continue to have the chance to do useful and remunerative work. However, the minimum wage should not be set so high that there will be no means of tying payments above this level to actual performance. The total system may have to be linked in some way to the pensions that most workshop clients receive, and, at least in the early stages, some additional funds may be needed.

Currently sheltered workshops vary considerably. Some are almost indistinguishable from competitive workplaces; others bear little resemblance to an employment experience. Workshops in Ontario tend to offer experiences that resemble the latter more than the former. Individual productivity is measured only infrequently, and the small remuneration that is paid is often referred to as an incentive allowance rather than a wage. There are generally no minimum standards for employment, and at present there is no established minimum wage requirement for persons in sheltered employment in Ontario.

ISSUES

1. There needs to be an increased emphasis placed on the development of the business and industrial base of workshops and on the nature of the work component.
2. There also need to be an increased emphasis on the establishment of a variety of sheltered employment and training opportunities in the outside labour market.

DISCUSSION

A number of the suggestions made earlier in this paper, particularly those dealing with objectives, training, job redesign and special aids, and business practices, will also help to improve the relevance and financial viability of sheltered employment programs.

Adequacy of the Industrial Base

Rather than being the basic decision around which a workshop program is organized, the type of work that will be done is not usually considered until after the program is established. Workshops often treat the issue of the work component as a way of giving people something to do, rather than as a major determinant of the type and quality of vocational training and employment that can be offered by a program. If a workshop does not have a stable, relevant work base that challenges its workers, provides an opportunity to acquire useful work skills, and pays wages that truly reflect a person's productivity, there is little justification for the workshop's existence, except perhaps as a place for people to go during the day for some organized social contact.

If this situation is to change, the nature of the primary work component must be a major determinant of the number of people admitted to the program, the skills needed by the supervisory staff, the kinds of training that can be offered, and the production equipment and marketing resources needed. It must also determine whether or not a core of non-disabled workers will be needed in order to make the products competitive. The increased use of non-disabled workers in sheltered employment programs is one way in which workshops can increase productivity and revenue while providing clients with suitable role models and a more work-like atmosphere.

Management and Staff Skills

In many jurisdictions, sheltered employment has been treated as an end point in a person's vocational history rather than as an integral but temporary stage in the vocational development of the individual. People usually become "sheltered employees" because it is believed that they are incapable of competing for work, not because the sheltered workshop is expected to make them more competitive. Consequently, any training that might be given in such programs is often intended to help the individual to adapt to the sheltered environment rather than to progress beyond the behaviour and productivity of a non-competitive worker. These assumptions about the limitations of disabled persons in workshops have been directly responsible for the failure to make an effort to develop more effective training programs and a more suitable work base.

Indeed, the basic approach of many workshops has been to choose simple work so as to minimize the training required to learn the job. Clients cannot possibly earn a reasonable wage from the jobs that result, and the value of the whole learning experience is thereby lessened. It would be more reasonable for workshops to seek out more complex jobs and to increase their training efforts. This approach would benefit the clients, who would learn more complex and marketable skills. Such a commitment to training would also make it possible for workshops to take on more lucrative work. For workshops to provide real sheltered employment opportunities where workers do more socially valued work and are reasonably paid according to

their work performance, workshop staffs must become skilled in training people to do more complex work. Likewise, workshops seldom have the business, industrial, engineering, or marketing skills to develop and implement a more marketable work component. This is discussed in more detail in Chapters VII and X.

Enclaves in Industry

The success of a workshop program depends on its ability to create a realistic work environment in which job skills and work behaviour can be learned. The use of sheltered enclaves in industry, where disabled clients can work in a real workplace, creates an element of realism that simply cannot be matched within the workshop. The secondary benefits that may result from such an arrangement are also often impossible to achieve within the workshop. Unfortunately it may be easier, safer, and more comfortable to do the work in the workshop than to move a crew into the industry and provide the supervision and training in a "foreign setting." However, not to pursue such opportunities only reinforces the idea that disabled persons must be segregated and protected from the demands of normal life.

POSSIBLE SOLUTIONS

MCSS could:

1. *Develop, in consultation with the workshop field, very specific requirements as to the economic viability and training relevance of the work provided in both training and sheltered employment programs. Groups seeking funding for new workshop programs would have to meet these requirements immediately while they would be phased in for existing workshop programs. .*
2. *Develop funding formulas, standards, and guidelines to encourage the increased use of non-disabled workers in sheltered workshops.*
3. *Actively encourage the Ministry of Industry and Trade to open its program of financial and advisory services provided to Ontario enterprises so the workshops may take advantage of those resources to expand their business and industrial base and thereby to train and employ disabled persons more successfully.*
4. *Provide industrial expertise to workshops and upgrade the industrial skills of workshop management and staffs as suggested in the chapter on business and industrial practices.*
5. *Increase the use of sheltered enclaves in industry as a means of training and employment that is preferable to training and employment in workshops. This may be accomplished by implementing the recommendations on this issue made previously and by adjusting funding to ensure that such a process does in fact receive provincial funding.*

PART SIX THE FUNDING OF WORKSHOPS

CHAPTER XIII CURRENT WORKSHOP FUNDING

BACKGROUND

At present, all workshop programs are funded on the same basis. The MCSS subsidy is 105 per cent of operating costs minus the revenue from fees and sales of products up to a maximum of 80 per cent of the actual operating costs. The actual subsidy ranges from about 20 to 80 per cent, with an average of 55 per cent of the total operating costs. In 1980-81 the total approved operating costs of the 165 workshops was $44.7 million, of which $23.5 million was provided in the form of a subsidy from MCSS and the remainder was raised by the shops themselves primarily through sale of products (although approximately $1.1 million of the revenue was in the form of fees for training and assessment services purchased primarily by MCSS).

DISCUSSION

It seems probable that more than one funding formula is needed. Alternatives to the current funding formula will be evaluated according to whether they:

1. Promote the achievement of the program's goals.
2. Maximize cost-sharing revenue.
3. Promote improved business and industrial practices.
4. Allow clients to be paid a reasonable wage.
5. Provide for sufficient numbers of adequately trained staff.
6. Are consistent with current restraints on expenditures.
7. Strike a balance among programs so that the needs of all types of clients can be met.

Since, in some respects, maximizing the achievement of one objective may only come at the expense of another, it will be necessary to make some trade-offs between them.

The funding formulas that are adopted will affect the nature and quality of all workshop programs. However, it seems most useful to use the short time available to this project to reach agreement on the objectives of the workshop system and then to develop formulas that will encourage the achievement of those objectives.

POSSIBLE SOLUTION

A small task force will be required to develop funding formulas that will meet, to the extent possible, the criteria outlined above.

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APPENDIX I BACKGROUND

THE WORKSHOP SYSTEM

Types of Programs

The legal basis of the workshop program in Ontario is the following sections of the Vocational Rehabilitation Services Act and Regulations. Section I (b) of the Act defines workshop as

> a place where any manufacture or handiwork is carried on and that is operated for the purposes of providing useful and remunerative employment and work training or work assessment under actual or simulated working conditions for vocationally handicapped persons.

Section 1 (b) of the Act also defines the clientele of Vocational Rehabilitation Services:

> Disabled person means a person who because of physical or mental impairment is incapable of pursuing regularly a substantially gainful occupation as determined by the regulations.

Finally, Regulation 2 of the Act identifies "sheltered employment" as one possible legitimate outcome vocational rehabilitation services:

> For the purpose of clause b of Section 1 of the Act, substantially gainful occupation means the continued pursuance at an optimum capacity of:
>
> (a) employment in the competitive labour market
> (b) the practice of a profession
> (c) self-employment
> (d) housekeeping and homemaking
> (e) farm work, including farm work where payment is in kind rather than in money; or
> (f) sheltered employment, home industries and other homebound work of a financially remunerative nature.

The definition above allows the term "workshop" to be applied to at least three vocational rehabilitation services between which most other jurisdictions, have traditionally made distinctions. These are:

1. Programs intended to provide short-term work assessment and training for vocationally handicapped persons.
2. Programs intended to provide long-term sheltered employment for disabled persons who are quite capable of working productively, but who cannot at present find or keep jobs in the competitive labour market.
3. Programs intended to provide occupationally related activities, often accompanied by a mixture of life-skills training and, occasionally, education and recreation. These have been primarily for persons who, in the past, were not considered capable of working in the open labour market or even in a sheltered employment program. There is now evidence, however, that the vocational potential of most persons in such programs is substantially greater than had previously been thought.

However, usually only those workshops that, in fact, provide assessment and training on a fee-for-service basis or at the specific request of another agency - such as Vocational Rehabilitation Services (VRS) or the Workmen's Compensation Board (WCB) - can distinguish their "training clients" from their other clients on the basis of the programs.

Number of Workshops

By 1970, the Province was making operating grants to some eighty-seven workshops. The majority (fifty-three) were operated by local Associations for the Mentally Retarded and generally served only developmentally handicapped persons. With a few exceptions, most of these workshops provided occupational activity programming rather than sheltered employment or rehabilitation. Among the remaining thirty-four workshops, there was a wide variety of programs and an even greater variation in the types of disabled persons being served. Some workshops were exclusively for the physically disabled, or the blind, or persons with psychiatric disabilities, while the Goodwill workshops served persons with all types of disability. With some exceptions, workshops serving other than the developmentally handicapped provided work assessment and training for competitive jobs or ongoing sheltered employment or both. Very few provided "occupational activity" programs.

By 1973-4, the number of workshops had risen to 127, with approved space for some 4,775 clients, and by 1980-81 there were 165 workshops with 8,984 approved spaces. One hundred and twenty-five of the 165 workshops are primarily or exclusively for developmentally handicapped persons. In the past ten years, the number of workshop programs for the developmentally handicapped has grown fifteen times as fast as workshop programs for persons with other types of disability.

Funding of Workshops

During the early 1960's, the Provincial Government expanded its support of workshops with the introduction of grants to offset some of the operating costs of approved programs. Some of this money came from federal cost-sharing funds obtained under the VRDP Act and Agreement of 1961. By the end of that decade, per capita operating grants were being made to eighty-seven workshops. By 1974, the operating grant had reached $40 per capita per month, based on an approved enrolment for each workshop. At that level the grant covered about 15 per cent ($2.2 million) of the total operating costs of some 127 workshops throughout the province. The remainder was paid by charitable donations and by the production work of the workshop clients. In addition, up to 80 per cent of the capital expenses had to be paid by charitable donations.

The dramatic increase in the number of spaces since 1974 is in large part attributable to the "Peterborough Commitment." At that time a major commitment was made to de-institutionalize the developmentally handicapped. The rapid growth of workshop facilities was also facilitated by the increase in provincial grants to workshops according to a new formula that allowed the Province to pay up to 80 per cent of the approved operating costs for all types of workshop programs. In addition, the Province assumed responsibility for up to 80 per cent of the approved capital costs.

During the fiscal year 1980-81, the 165 workshops, which provided some 8,984 approved spaces, received $23.5 million in operating grants and about $1.1 million in purchase-of-service fees from the Provincial Government. At present, the Province, through its operating grant program, is paying about 55 per cent of the total operating costs of the workshops in Ontario. (See Table 3 for actual financial data on a selected sample of workshop programs). Under the cost-sharing formula of the VRDP agreement of 1961, the Federal Government pays 50 per cent of the total Provincial expenditures on salaries, benefits, travel, and training for Vocational Rehabilitation Services.

Clients' Disabilities

The following is an approximate breakdown of the groups of disabled persons served in Ontario workshops in the 1981-82 fiscal year.

# of Workshops	Sponsoring Organization	# of Workshop Spaces	% of Total Spaces	Predominant Disability
125	Associations for the Mentally Retarded	6,465	72.0%	mental retardation
11	Ontario March of Dimes	453	5.0%	physical disability
8	Cdn. National Institute for the Blind	357	4.0%	visual disability
1	Cdn. Mental Health Association	40	0.4%	psychiatric disability
20	various community groups	1,669	18.6%	all types of disability

"Various community groups" include the Salvation Army and the Jewish Vocational Service, whose workshops are mainly for persons discharged from psychiatric hospitals; Goodwill Industries, whose workshops serve persons with all types of handicaps; and several other organizations with workshops for persons with cerebral palsy.

THE ECONOMIC CLIMATE

As mentioned above, the workshop system needs to be considered in the light of current economic conditions. A recent study by the Ontario Manpower Commission entitled Labour Market Outlook for Ontario, 1981-1986 predicts that the slow growth of recent years will probably persist for the next five years, with some variations among sectors. Trade and finance and services are expected to be the fastest-growing sectors during the 1981-6 period, accounting for 5 per cent of the new jobs; growth in manufacturing will probably be slower; and primary industries, except for mining, may decline slightly. The total number of jobs that will become available in this period as a result of economic growth and the need to replace retired workers is expected to be about 830,000.

Between 1982 and 1986, the total labour force in Ontario is projected to increase by approximately 835,000. Sixty-five per cent of these will be persons leaving high school, colleges, and universities; almost one-third will be housewives entering or re-entering the labour market; and the remaining 4 per cent will be immigrants and persons from the armed services.

The working-age population will grow more slowly, and the age composition will shift markedly toward older people: the proportion made up by the 35-44 age group will increase, and the relative size of the 15-19 age group will decrease. The female labour force will continue to grow twice as fast as the male labour force, although more slowly than during the 1970's.

Certain imbalances are evident in the projected demand and supply during the 1982-6 period. Despite the fact that approximately four out of every seven openings will be for white-collar workers, it is expected that there will be a surplus of such workers. In particular, there will be an oversupply of university graduates (except for

electronics engineers and computer specialists). The match between jobs requiring community college certificates and the number of college graduates is expected to be much closer. However, unemployed university graduates are likely to be competing for white-collar positions that would otherwise have been filled by persons with lesser qualifications. On the other hand, it is projected that there will be shortages of certain types of community college graduates such as draftsman, technologists, computer technicians, and other specialists in micro-electronics.

In the blue-collar sector, there is expected to be a shortage of 38,000 to 48,000 workers for highly skilled jobs (those requiring more than two years' training). A recent survey found that in manufacturing particularly there are current and expected shortages of machine operators, general machinists, tool and die makers, mould makers, welders, welder fitters, assembler fitters, and electricians. It is possible that on-the-job training might alleviate some of these shortages but the necessary data are not available. Nor are data available on the future supply of medium skill blue-collar workers (i.e. for jobs requiring up to two years' training), the main sources of which would be the Canada Manpower Industrial Training programs and Training-In-Industry programs.

In unskilled work, between 279,000 and 305,600 job openings are expected, while the increase in labour supply is expected to be 258,400. A shortage is therefore expected, although the Commission points out that this sector of the labour market is marked by a great deal of flux, high turnover, and so on. It is also the sector with the lowest wages, the most short-term and part-time work and lay-offs, and the highest unemployment.

Those predictions about the labour market have a number of implications for the workshop system, in particular for the training programs that might be developed, and for the strategies for linking workshops and their clients more closely to industry. For example, the slower growth projected for manufacturing, compared to trade and services means that workshop training programs should perhaps emphasize service jobs such as maintenance of buildings and grounds, food-service jobs, and so on. Where industrial assembly contracts are procured, any experience related to micro-electronics would obviously be useful. Training that will prepare clients for more advanced training in fields where shortages are expected would not only help clients who have the ability to develop a career in the competitive market, but would also help to ensure that the workshop system keeps up with developments in the labour market.

During the period of slow economic growth, workshops will have to be familiar with the local labour market and local economic trends and analyse them regularly. The establishment of sheltered enclaves in industry, where workshop clients could receive experience, training, or even work, would promote closer links between workshops and local industry, thereby increasing the opportunities for workshop clients to compete for entry-level jobs in the local labour market.

Nevertheless, the predictions of a low rate of economic growth and a preponderance of job openings requiring levels of education and skill that workshop clients often lack; the insecurity of the low or unskilled sector; and the traditionally high rates of unemployment among the handicapped mean that sheltered work must be seriously considered as an alternative to competitive work for the graduates of many workshop training programs.

APPENDIX II SUMMARY OF POSSIBLE SOLUTIONS

PART ONE INTRODUCTION

Chapter III Objectives of the Workshop System

Workshops should have one or both of the following objectives:

1. To increase the vocational competency of clients in relation to the demands of the competitive or sheltered labour market by providing time-limited training and rehabilitation.
2. To provide sheltered employment involving the production of goods and services for persons who are presently unable to find or keep a job in the competitive labour market.

PART TWO TRAINING AND PROGRAM ISSUES

Chapter IV Improving Assessment and Training

Assessment

Appraisals

1. All workshops, including sheltered employment programs, should be able to:
   (a) Measure productivity in relation to a set of norms.
   (b) Measure work habits by means of a standardized checklist or rating scale.
   (c) Measure social behaviour.
   (d) Examine the conditions under which the client's behaviour was measured.

   In addition, all assessment and training programs should:
   (e) Be able to assess specific job skills.
   (f) Be capable of doing, or arranging for the use of, site and standardized work-sample assessments.
   (g) Have at least one person trained in work assessment.
   (h) Be able to make arrangements with local business for assessments on site.
   (i) Be able to suggest modifications to jobs and the workplace.
2. Assessment and training programs should either have on staff or have access to trained work evaluators as well as personnel to conduct site assessments.
3. Standards and guidelines could be developed for:
   (a) The content of a goal-oriented functional assessment, including:
      (i) Measurement of productivity in relation to a set of norms.
      (ii) Measurement of work habits and skills.
      (iii) Interpersonal and social behaviour related to work.
      (iv) The conditions under which the client's behaviour was measured.
   (b) The frequency of assessment.
   (c) The use of vocational rehabilitation technology.
   (d) The use of site assessment.

4. An evaluation could be made (in addition to the one done under the auspices of the Individual Program Planning Initiative for the Developmentally Handicapped) of the assessment instruments that might be appropriate for persons with physical and psychiatric disabilities, if it appears that the recommended instruments are suitable only for persons who are developmentally handicapped.

5. A staff training program should be developed for workshop personnel in the use of on-site assessments.

6. All trainees could receive a work assessment before they are admitted to a work-adjustment program or to sheltered employment. The initial assessment should be in a facility that has training capabilities. Only persons who have been previously assessed in a training facility and are already in sheltered employment would receive their reassessment in a sheltered employment program.

Formulating Goals and Developing Plans

7. Each workshop client should have an Individual Program Plan which could take the form of a behavioural contract, between the client and workshop, laying out the expectations and requirements of both parties. Standards and guidelines regarding such IPP's should be developed.

8. The workshop should assign each trainee a service co-ordinator who would be responsible for the co-ordination and implementation of the vocational rehabilitation plan as well as for liaison with other persons serving that client.

Pre-requisites for Effective Assessment

9. Training in assessment could be made available to workshop staff. This training would supplement that which is being developed as part of the MCSS Individual Program Planning (IPP) project. Such training would be necessary for staff in workshops not serving the developmentally handicapped. Assessment staff should be trained to use work samples and site assessment.

10. Standards and guidelines on record-keeping in vocational rehabilitation programs could be drawn up based on the recommendations of the MCSS Individual Program Planning project, but modified as necessary for workshops.

Training

1. Vocational trainers could be taught to use new methods for teaching job skills and other work-related skills by the following means:

   (a) MCSS, the Ministry of Colleges and Universities, representatives of workshops, and possibly officials from Canada Manpower could jointly develop a universal upgrading program for workshop staff. Training would be given in task analysis and other behaviour-analytic approaches to the teaching of job skills, work-adjustment skills, and work-related social skills.

   (b) Follow-up and ongoing consultation in the use of such techniques could be provided.

   (c) MCSS could work with the Ministry of Colleges and Universities to integrate training in these areas into certificated adult education courses, into diploma courses in vocational rehabilitation, or into other training programs in human services.

2. The role of workshops in the training of vocationally handicapped persons could be defined as follows:

   (a) Workshops would be limited to providing training in occupational skills, work-adjustment skills, work-related social and community skills, and/or sheltered employment. They should not be expected to teach life skills or offer social and recreational programs.

   (b) All job skill training programs in workshops could be certified by a college or university or another appropriate industrial-training certification authority.

3. The use of industrial training sites could be greatly expanded by:

   (a) Adequately monitored guidelines could be developed that would require workshops, especially those whose work bears little relevance to labour market demands, to gradually arrange with local businesses and industries to secure permanent training stations, periodic job trial opportunities, permanent or periodic "enclaves" in order to enhance their ability to teach particular job skills and to provide more realistic settings in which to teach work adjustment skills.

   (b) Job training in workshops could be made more relevant by encouraging workshops to seek more service contract work - like maid services, janitorial services, grounds maintenance, or food services - from local businesses and government institutions.

   (c) VRS counsellors could make more frequent use of job assessments in industry before referring a client to a workshop for training, except when there are obviously serious problems of work adjustment or when it is clear that the workshop is able to do superior work assessments.

4. The jobs available in workshops should be made more similar to jobs in the competitive labour market. The industrial, marketing, and work procurement methods of workshops should be improved. Ways of making these improvements are discussed in Chapter VII.

5. MCSS should begin to work more closely with the Ministry of Colleges and Universities and the community colleges to:

   (a) Increase the opportunities for the disabled to enrol in the regular educational system for both academic and practical training.
   (b) Study the possibility of having standard curricula in the community colleges for "semi-skilled" and "low-skilled" occupations.
   (c) Establish formal certificated training in speciality areas related to the vocational training of disabled persons.

Chapter V Evaluation of Sheltered Workshops

Pre-requisites for Effective Evaluation

1. Workshop operators and clients and the Ministry of Community and Social Services should develop, for workshops funded by MCSS, a set of principles as a philosophical basis for workshop programs.

2. Workshops that have not yet done so should undertake to formulate, with the participation of clients:
   (a) A set of general goals and the type of program and activities to be undertaken to achieve these.
   (b) Specific program goals.
   (c) Specific measurable goals and objectives for each client (to be contained in the client's individual program plan).

3. An assessment of the prerequisites to evaluation should precede each evaluation, and, where significant deficits are found, the evaluation should suggest ways in which these deficiencies could be rectified.

Types of Evaluations That Should Be Done

1. Although program and operational reviews may, under special circumstances, examine selected aspects of a workshop program in order to deal with specific issues, in general, both the annual internal reviews and the tri-annual external reviews should include:

   (a) an examination of adherence to program principles
   (b) an operational review
   (c) a program review
   (d) an outcome review

   unless there is specific reason not to include all components.

The Circumstances and Timing of Reviews

1. Workshops should do an internal review of each of the four areas every year.
2. Workshops may request a complete or partial evaluation, either through the MCSS Area office or directly from one or more of the possible types of participants as appropriate to the kind of evaluation needed.
3. The MCSS Area office could require a complete or partial external evaluation when special circumstances indicate that such an evaluation is merited.
4. An external review involving each of the four areas should take place in each workshop at least every three years.

Who Should Do the Reviews?

1. The annual internal review could be conducted primarily by staff, board members, and clients of the workshop, although outside help can be obtained if desired.
2. Evaluations based on requests or under special circumstances could involve representatives of those groups that are appropriate to the task but should also include an MCSS representative, a workshop representative, and a consumer or client.
3. The tri-annual external evaluation should involve the three parties referred to in 2 above and, wherever possible, a representative of the business community and could be co-ordinated by a consultant who is independent of any of the other parties.

The Use of Standardized Instruments

1. Standardized instruments could be developed (building on existing instruments wherever possible) to assist in the evaluation of adherence to principles as well as in operational, program, and outcome reviews.
2. These instruments should probably be developed co-operatively by representatives of: MCSS; workshops; clients; experts in evaluation, preferably of workshops; and business, particularly in the case of operational reviews.
3. Outcome reviews should examine all four indices of program effectiveness: rate of movement or placement, improvement in work-related behaviour and skills, clients' satisfaction, and achievement of goals.

4. In order to accomplish this it will be necessary:
   (a) For workshops to adopt a vocational assessment system if they have not already done so. The IPP project is examining a large number of functional assessment instruments and will make recommendations, which workshops may follow at their discretion
   (b) To develop a means for measuring clients' satisfaction

Accreditation

1. A group could be formed to study the feasibility of accreditation for Ontario workshops, paying particular attention to the following points:
   (a) What mechanisms (e.g., program evaluation, information access strategies, etc.) need to be in place to make accreditation feasible?
   (b) How would accreditation influence MCSS's planning direction for vocational services?
   (c) Should the accreditation process be owned by a private, quasi-public, or public group?
   (d) How much would accreditation cost?
   (e) How useful are existing accreditation standards such as CARF?

PART THREE HUMAN RIGHTS

Chapter VI Participation of Consumers and Accountability of Programs

1. The client or his or her advocate or both should play an active part in developing his or her individual program plan. An advocate may be a member of a workers' association, of an outside consumers' group, or a client's family, or a lawyer, a community legal worker, any other professional, or any other person chosen by the client or his or her guardian.

2. Workshops should encourage their workers to form associations in their workshops. They could do this by, among other things, providing time and space to meet and, if necessary, helping workers to arrange for assistance, perhaps from consumer groups or advocates, in organizing themselves and running their meetings.

3. One way of involving clients would be to invite them to fill 25 per cent of the positions on the board of directors of each workshop. These persons could probably be chosen by the workers' association and could be either its own members or members of outside consumer groups.

4. Each workshop would inform its clients and/or workers that internal and external appeals are possible.
   (a) The internal appeals could be heard by a three-member panel comprising a member of the board of directors of the workshop, a member of an outside consumer group, and a third member agreed upon by the other two.
   (b) The external appeals could be heard by a three-member panel comprising a representative from a workshop, a representative of a consumer group, and a third person agreed upon by the other two. This group could be established by the MCSS Area Office.
   (c) Each group would meet only when necessary.

5. In general, information in a client's personal file should be available to that client in a form he or she can understand. In some cases, that will mean the staff's having to explain the information rather than actually giving the file to the client.

PART FOUR WORKPLACE ISSUES

Chapter VII Business and Industrial Practices in Workshops

Of the alternative mechanisms outlined above, through which a business and industrial support service could be managed, the final option may be the most viable. The Ontario Rehabilitation Workshop Council, or another body representing vocational rehabilitation workshops, could be assigned the responsibility for managing and operating a business and industrial assistance and support service for sheltered workshops. In addition a board of directors could be established with the express purpose of determining the policy guidelines for the operation of a consulting service bureau with representation from the Ministry of Community and Social Services, the Ministry of Labour, and the Ministry of Industry and Trade Development; the board of directors of the Ontario Rehabilitation Workshop Council; workshop operators; consumers; and professionals in the business, administrative, and technical areas.

Chapter VIII Technical Aids and the Adaptation of Jobs

1. All clients of workshops who could benefit should receive those specialized assessments, technical aids, and help with job modification that will significantly increase their vocational competency. Clients designated as sheltered employees should also be eligible for these services.
2. The report of a subcommittee of the Interministerial Response Committee, entitled "Microelectronics and Opportunities for Disabled Persons" (1982) has recommended a feasibility study of the concept of a technology centre. Such a technology centre could co-ordinate and promote the development and application of microelectronics technology in order to maximize opportunities for disabled persons. The use of workshops as demonstration sites linked to such a centre could also be explored.
3. Workshops should be encouraged to seek funding for research and demonstration projects from federal programs under CEIC, the National Research Council, or Health and Welfare or under programs concerning microelectronics and the disabled that might be developed by other ministries such as Industry and Trade. In addition, the possibility of earmarking certain research and demonstration funds under the VRDP for workshop projects could be studied further.
4. MCSS should attempt to ensure that the programs of other ministries, such as the seminars on physical demands analysis offered by the Handicapped Employment Program, are publicized and made available to workshops.
5. Information could be provided to workshops about technical aids by two means.
   (a) An information manual about technical aids and job modifications could be written.
   (b) Information seminars should be arranged for the boards, staffs, and clients of workshops so that they will learn about new developments and be more likely to use them.

6. A rehabilitation engineer could be hired to provide expertise on technical aids, job analysis, and job redesign to the workshop system.
7. To supplement this expertise, MCSS and ORWC could attempt jointly to foster closer links between bioengineering and ergonomics on the one hand, and rehabilitation on the other, by studying the possibility of placing students in rehabilitation facilities.

Chapter IX The Use of Private and Public Industrial and Service Worksites

There are a number of possible ways of encouraging more participation in vocational rehabilitation by the business and industrial sector. Before action is taken, it is recommended that the feasibility of each as well as the processes for implementing it be examined in greater detail. The possibilities are:

1. Examine the possibility of setting up a co-ordinated wage subsidy program that would incorporate the strengths and overcome the weaknesses of existing ones.
2. Streamline the paperwork required by employment and training wage-subsidy programs.
3. Provide mechanical aids to handicapped employees.
4. Make grants to industries that are willing to support or establish a workshop program.
5. Provide additional manpower to support the link between the vocational rehabilitation and the employment process.
6. Make technical and consultative assistance grants to employers for adjustment to the work site.
7. Allow a tax credit to employers who hire handicapped workers.
8. Adopt provincial government policies that promote the development of affirmative action programs and the employment of the disabled.
9. Pass affirmative action legislation if the preceding do not result in substantial increase in participation by the private sector.

PART FIVE OVERCOMING STRUCTURAL BARRIERS IN THE LABOUR MARKET

Chapter X The Participants in Vocational Rehabilitation

Six possible solutions are summarized below:

1. Develop a partnership among the relevant participants by means of an advisory councils.
2. Maintain an active communication strategy that concentrates on efforts to change the attitudes of both the public and the participants referred to above through awareness seminars and the like but that also gives information to employers about wage incentive programs.
3. Conduct an evaluation of the most effective methods of making relevant labour market information and analyses available to workshops and other rehabilitation agencies.
4. Strengthen the business and administrative skills of the workshop staff by providing training sessions, courses, etc.

5. Develop a co-ordinating capacity, within the existing VRS staff, to ensure that the participants are involved in the vocational rehabilitation process and are clearly informed of each other's views.

Chapter XI Movement of Clients and Placement in Jobs

1. MCSS should hold discussions with CEIC and the Ministry of Labour in order to reach agreement on the points listed below:
   (a) The functions that are entailed in the placement process.
   (b) The designation of responsibility for carrying out each of the functions.
   (c) The co-ordination of the placement function.
   (d) The eligibility of workshop clients for these services.
   (e) The provision of information seminars by CEIC's Career Analysis Development Unit.
   (f) The initial discussions would be among senior management personnel and could be followed by discussions at the local levels to make arrangements that reflected local needs and capacities.
2. MCSS should review its VRS policies, administrative directives, and pilot projects to ensure that workshop clients have equal access to job-placement services and related programs.
3. MCSS Area staff could do an inventory of the job-placement services, programs, and resources in their areas.
4. The capacity of workshops to provide placement services could be increased by providing ten additional job-placement co-ordinators each year for the next three years.

Chapter XII Sheltered Employment

MCSS could:

1. Develop, in consultation with the workshop field, very specific requirements as to the economic viability and training relevance of the work provided in both training and sheltered employment programs. Groups seeking funding for new workshop programs would have to meet these requirements immediately, while they would be phased in for existing workshop programs.
2. Develop funding formulas, standards, and guidelines to encourage the increased use of non-disabled workers in sheltered workshops.
3. Actively encourage the Ministry of Industry and Trade to open its program of financial and advisory services provided to Ontario enterprises so the workshops may take advantage of those resources to expand their business and industrial base and thereby to train and employ disabled persons more successfully.
4. Provide industrial expertise to workshops and upgrade the industrial skills of workshop management and staffs as suggested in the chapter on business and industrial practices.
5. Increase the use of sheltered enclaves in industry as a means of training and employment that is preferable to training and employment in workshops. This may be accomplished by implementing the recommendations on this issue made previously and by adjusting funding to ensure that such a process does in fact receive provincial funding.